# DOCUMENT RESUME

ED 041 143 VT 011 380

AUTHOR Gysbers, Norman C., Ed.; Pritchard, David H., Ed.
TITLE National Conference on Guidance, Counseling, and Placement in Career Development and Educational-Occupational Decision Making, Proceedings (University of Missouri, Columbia, Oct. 20-24, 1969).
INSTITUTION Office of Education (DHEW), Washington, D.C. Div. of Vocational and Technical Education.
PUB DATE Oct 69
CONTRACT OEC-0-9-644-008-4734(399)
NOTE 109p.

EDRS PRICE EDRS Price MF-$0.50 HC-$5.55
DESCRIPTORS Career Planning, *Conference Reports, Federal Legislation, Guidance Objectives, Guidance Personnel, *Job Placement, *Occupational Guidance, Program Improvement, *Vocational Counseling, *Vocational Education

ABSTRACT

A conference on guidance, counseling, and placement services comprised the first step in developing programs to serve the five populations identified in the Vocational Education Amendments of 1968. Those populations are (1) high school youth, (2) those who have completed or discontinued their formal education and are preparing to enter the labor market, (3) those who have already entered the labor market but need to upgrade their skills or learn new ones, (4) those with special educational handicaps, and (5) those in postsecondary schools. Manuscripts are included for the following presentations: (1) "Career Guidance in the 1970's" by Felix C. Robb, (2) "What Do We Really Know About Career Development?" by Samuel H. Osipow, (3) "Restructuring of Educational Practices Related to Objectives for Guidance and Placement for Career Development" by L.G. Townsend, (4) "What Are the Personnel and Non-Personnel Resources Available and Needed to Meet the Vocational Guidance, Counseling, and Placement Needs of People" by Edwin L. Herr, (5) "Operational Goals, Policies, and Functions for Guidance as Seen from the Vocational Education Amendments of 1968" by Kenneth B. Hoyt. Summaries of task group discussions and a list of 151 participants are included. (CH)

ED041143

# Career Guidance, Counseling, and Placement

Proceedings

National Conference on Guidance, Counseling, and Placement in
Career Development and Educational-Occupational
Decision Making

Oct. 20-24, 1969

University of Missouri

Columbia, Missouri

Edited by

Norman C. Gysbers
Associate Professor of Education
University of Missouri

and

David H. Pritchard
Senior Program Officer fpr
Student Personnel Services
Division of Vocational and Technical Education
U.S. Office of Education

The work presented or reported herein was performed under contract and in cooperation with the Division of Vocational and Technical Education, U.S. Office of Education, Department of Health, Education, and Welfare. Contract number: OEC-0-9-644 008-4734 (399)

U.S. DEPARTMENT OF HEALTH, EDUCATION
& WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

## Steering Committee and Editorial Board

### Director

Norman C. Gysbers
Associate Professor of Education
University of Missouri

### Associate Director

John L. Ferguson
Professor of Education
University of Missouri

### Program Coordinator

Frank Wellman
Professor of Education
University of Missouri

### Conference Coordinator for the Division of Vocational-Technical Education U.S. Office of Education

David H. Pritchard
Senior Program Officer for Student Personnel Services
Division of Vocational-Technical Education
U.S. Office of Education

### Advisory Committee

James E. Bottoms
Associate State Director of Vocational Education
State Department of Education
Atlanta, Georgia

### Advisory Committee

Frederick Champagne
Assistant Director
Occupational Education
Board of Cooperative Education Service
Hudson Falls, New York

William Cash
Professor of Education
University of Michigan
Ann Arbor, Michigan

Frank Coleman
Chief Counseling and Special Services
Nevada State Employment Service
Carson City, Nevada

Neil Carey
Supervisor, Vocational Guidance
State Department of Education
Baltimore, Maryland

Karl Kunze
Training Manager
Lockheed-California Co.
Burbank, California

# Introduction

The National Conference on Guidance, Counseling, and Placement was the first step in a developmental program of work designed to extend and improve vocational guidance, counseling, and placement in concert with new thrusts in vocational education, and to provide guidelines on how most effectively to plan, organize, and operate practical programs of vocational guidance, counseling, and placement.

The specific objectives of the National Conference included:

1. To develop recommended operational goals, functions, and policy guidelines for guidance, counseling, and placement activities in relation to the purposes and provisions of the Vocational Educational Amendments of 1968.
2. To develop increased understanding concerning the needs for and the functions of vocational guidance, counseling, and placement services for the categories of persons (the disadvantaged, the handicapped, etc.) identified in the Vocational Educational Amendments of 1968.
3. To identify and assess ways of restructuring educational practices at all levels, in and out of school, to effectively implement extended and improved programs of vocational guidance, counseling, and placement.
4. To identify, assess, and relate current exemplary in- and out-of-school vocational guidance, counseling, and placement practices to the new thrusts in vocational education under the Vocational Education Amendments of 1968.
5. To identify, assess, and relate the potential of (1) career development theory, (2) personnel resources (counselors, teachers, and industrial leaders, etc.,) (3) non-extending and improving vocational guidance, counseling, and placement services.
6. To develop practical guidelines, techniques, and activities for dissemination at state and local levels.

To meet the objectives of the National Conference the following questions were used to structure program content:

1. What is needed in the way of vocational guidance, counseling, and placement activities to meet the needs of people (with emphasis being given to the five categories of persons identified in the Vocational Education Amendments of 1968)?
2. What are the current in-school (secondary and post-secondary) and out-of-school exemplary vocational guidance, counseling, and placement practices presently in operation?

3. What implications does career development theory hold for providing a theoretical base to extend and improve practical programs of vocational guidance, counseling, and placement?

4. What personnel (counselors, teachers, industrial leaders, etc.) and non-personnel resources (computers and media technology) are available to extend and improve practical programs of vocational guidance, counseling, and placement?

5. How can educational practices in and out of school be restructured to extend and improve vocational guidance, counseling, and placement?

Using the Proceedings of the National Conference as a major input, participants of nine regional conferences on the same subject and with the same objectives and programs focus will undertake to add to, refine, and strengthen the suggestions and recommendations concerning the objectives of the National Conference. The National Conference was not conducted with the aim of publishing these Proceedings as a final product, but rather as a major resource for the participants of the nine regional conferences. The primary use of these Proceedings will be by the participants of the National Conference and by the participants of the nine regional conferences. The total project includes the National Conference as a first step, followed by nine regional conferences to provide additional input, culminating in the publication of a handbook on the organization and management of programs of vocational guidance, counseling, and placement to be addressed to educational administrators throughout the country.

# TABLE OF CONTENTS

Page

MAJOR PRESENTATIONS . . . . . . . . . . . . . . . . . . . . . . . . . . 1

"Career Guidance in the 1970's"- Felix C. Robb . . . . . . . . . . . 1

"What Do We Really Know About Career Development?" - Samuel H. Osipow . . . . . . . . . . . . . . . . . . . . . 13

"Restructuring of Educational Practices Related to Objectives for Guidance and Placement for Career Development" - L. G. Townsend . . . . . . . . . . . . . . . . . . . . . 21

"What Are the Personnel and Non-Personnel Resources Available and Needed to Meet the Vocational Guidance, Counseling, and Placement Needs of People" - Edwin L. Herr . . . . . . . . . . . 31

"Operational Goals, Policies and Functions for Guidance as Seen from the Vocational Education Amendments of 1968" - Kenneth B. Hoyt. . . . . . . . . . . . . . . . . . . . . . 52

SUMMARIZATION OF TASK GROUP DISCUSSIONS . . . . . . . . . . . . . . . 68

LIST OF PARTICIPANTS. . . . . . . . . . . . . . . . . . . . . . . . . 94

CONFERENCE PROGRAM. . . . . . . . . . . . . . . . . . . . . . . . . . 100

# Career Guidance for the 1970's

Felix C. Robb
Director
Southern Association of Colleges and Schools
Atlanta, Georgia

In the vast arena called variously "guidance," one useful approach to career development is to examine broad perspectives and emergent societal needs which provide the context for our work and our concerns.

In 1966-67 it was my privilege to serve as chairman of a small committee charged with a substantial investigative and writing responsibility in the area of guidance as it is related to specialized talent. Untrue to the hoary definition of a camel as "a horse built by a committee," this group produced a document which provides at least a modest reference point in the field of career development. (1)

The study began with these words: "Work can be viewed as man's aim and end, or as his instrument. Whatever the view, our Nation can no longer afford the vagueness, haphazardness, and error to which individuals are so frequently abandoned in their career choices. The fate and welfare of the United States and its people are now, and for some time will remain, substantially dependent on...the cultivation and employment of the Nation's talent." (1)

To strengthen our capability to provide a process of career guidance that will be effective for all citizens it is important that we accept these premises:

1. Preparation for careers is not only a vital national, state, and community need--it is the two-fold obligation of the American educational system to expand to the utmost each individual's options in life and to strengthen freedom of vocational choice through appropriate information, education, and training.

2. It is possible to reconcile national purpose and individual fulfillment. But the growing demand for attention to individuals requires a reassessment of national goals and of procedures needed to achieve them. If necessary, a redeployment of resources and a realignment of priorities can guarantee that individuals will not be neglected in carrying out the massive programs now under way and in the offing.

3. Career guidance of individuals is a primary responsibility of schools, and a joint effort of teachers, of administrators, and of qualified, concerned specialists. It is a team effort which cannot be conducted by counselors alone. The critical shortage of professional counselors, which will continue into the foreseeable future, mandates the team approach. Basic services for individuals must be created and delivered by the educational system. If educators in the established system fail to meet new challenges and needs, other means will be found to accomplish the desired ends.

4. Guidance, if carefully designed, can help overcome the discontinuities that plague us in education.

5. The tragic gulf of difference in quality between the best school and the worst school in the United States can no longer be tolerated. Improved guidance and better information services can help diminish the inequities.

6. A degree of coordination not yet achieved among governmental and educational units must be attained. Improvements in the attitudes and understandings of educators themselves will be required to break down the artificial barriers and false dichotomies created and jealously guarded in the various levels, segments, disciplines, and agencies of special educational interest. Nothing less than a total, articulated, continuous system of educational services can meet the needs of this Nation and its people in the future.

Children growing up in 1969 have watched men walk on the moon. That feat alone has opened the door to many new specialized pursuits previously unthinkable as well as unavailable. If a lad does not want to probe outer space, there are perhaps 20,000 other specialties for him to consider but no way for him to do it intelligently. Information flow is too limited and too haphazard. Neither guidance counselors nor instructors are equipped to cope with changing societal needs and the expanding knowledge of these final decades of the twentieth century.

We are on the threshold of tremendous new developments in computerized career information, coordinated systems of skill training, and job-matching on state-wide and nation-wide bases. If well articulated and used as a "people-propellant" instead of a "people pulverizer," a massive communications system linking people to jobs could do measurable good. Were such a system to become depersonalized to the point where people serve the system instead of the system serving people, we would be better off without it.

I believe we are intelligent enough, however, to create safeguards against the manipulation and exploitation of people, provided: (1) that citizens are informed about educational issues and (2) that the final control of education is kept reasonably close to the people. Education should not be allowed to fall into the hands of a few cognoscenti or a handful of chauvinistic power seekers.

The full, free flow of accurate job analysis and employment information heralds a better day for individual workers but will surely call for substantial renovation in educational programs, in trade union operations, in employment practices, and in guidance procedures and processes. Many of these long overdue changes will soon be precipitated by instant access to previously unavailable information.

Any new and systematic approach to career guidance should not merely serve those schools located in the more economically favored districts but serve equally well the ghetto dweller and boys and girls growing up in rural poverty. Given the present maldistribution of educational resources, the problem of creating an effective national system of career guidance and counseling is awesome.

Before indulging in America's favorite parlor game of examining contemporary society, and before attempting to peer into the decade of the 1970's, I beg your indulgence to take a brief look backward. In the area of my childhood more people lived in rural areas and small towns than in the cities. Rural values and votes were dominant. Most people were religious by habit if not by commitment. Slavery was illegal but persisted in the form of a closed, paternalistic society that kept Negroes and women alike out of the better paying jobs and leadership roles.

We still lived in an age of self-delusion after World War I, which we had entered to defend our ally, France, and to "make the world safe for democracy." A popular expression, later discredited, was "We won the war!"

Many of us were extremely poor but we were not defensive or resentful about it. Street car fare was a nickel for a twelve-mile ride and the biggest bananas cost ten cents a dozen. Millions of Americans grubbed out a living with a mule on a few acres of land. When crops failed they could always find another, if not a greener, pasture. An economic depression drove vast numbers of people to the brink of starvation, but poverty was endured with relative order and patience. Nobody threatened to burn down the American house to get rid of the rats. The promise of a better life after this one both governed and sustained the poor and the downtrodden in the belief that eventually the meek would somehow inherit as well as inhabit the earth.

To find a job you read the ads, walked the streets, and knocked on doors. If no suitable job was available you lived with your parents. If you were old, you lived with your children. In those days the family unit was usually intact and stable. People tended to live and die in one community. Provincialism, sturdy character, and a kind of rugged isolationism were powerful forces in American life.

As a schoolboy growing up in the 1920's I was unaware of any organized effort to guide me toward a career. Such guidance as existed in those days (around which remembrance adds a golden haze) was utterly decentralized to each teacher. The homeroom teacher was a sort of alter mother, and I recall even resenting teachers who were too young or too inexperienced to fit comfortably the in loco parentis role. Teachers and administrators relied on subjective judgements more than on valid diagnosis and professional guidance. Careers were often chosen the same way I decided to play the flute: I looked at pictures of musical instruments and chose the one that was the easiest to carry around.

In those days the world of work seemed remote to school children except as we were introduced to the American dream of "rags to riches." Those were times of high idealism in a teaching profession that was both platitudinous and altruistic. Schools were usually small and undernourished but opportunities were plentiful to know your teacher and to be well known by her. The masculine influence was almost nonexistent at the "grammar school" level. The principal was most often an ex athletic coach who had either earned his reward by producing a championship team or one who couldn't win games but was too decent to be fired.

Teachers were generally looked up to and not disputed. Even when teaching was incompetent, students usually suffered in silence. It never occurred to us that we had not been consulted about the content of the curriculum or the management of the school. We must have been terribly naive!

Then as now, the public schools provided our chief cultural "melting pot" and the best available road to something better. High school graduation set a person apart. College was mostly reserved for the chosen few. How students were chosen, and by whom, would make an interesting book. Their ranks included a mishmash of wealthy progeny, the very ambitious, the profession-bound student, the husband-seeker, athletes, a scatteration of greasy grinds, a cheering hoard of spectators happy with the "gentleman's 'C'", and a few bona fide candidates for the intelligentsia.

A vivid memory of early youth concerns the "pinhole" through which I viewed vocational education. A trolly car carried me daily past a drab building from which ancient paint was perpetually peeling: the local public trade school. I realized I was poor but I knew I wasn't second class, because I did not attend that miserable school. It was where boys and a few girls went when they couldn't succeed in high school or when they did not "fit in." The penalty for non-conformity in those days was severe.

I now suspect that the structure of public education was foreclosing on the options and life styles of countless youngsters for lack of valid diagnosis, because of failure to identify and build on strengths and talents of individuals, and because we were still in the last stages of a European tradition which used to say "once a farm family, always a family of farmers."

Despite this grim picture, I wish to state that the schools served many of us well. They gave us a start; they opened up a world we had not known before; and if we were an educationally privileged minority we were also a minority that worked hard to merit the privilege of the higher education that has now virtually become the right even of those who would destroy it. Such was the age of the 1920's and 1930's as perceived by a boy growing up in it. Remembrance of those days may serve to sharpen our perception of contemporary progress and problems.

Power in American education is now undergoing a redistribution. Long-established authorities are being challenged. Faculties are growing more militant; students and teachers alike are demanding and getting a greater voice in the determination of policies that directly affect them.

It is a good question, however, as to how much friction, ferment, dissent, and unrest can be fruitful and constructive in a society and in education without institutions coming apart at the seams. Yet never again can we afford to be content with the status quo thinking which still lingers in some centers of authority. The phenomenon of rapid, unsettling change is not a temporary aberration; it has become the new normalcy.

Increasingly the power of education must be directed toward producing the human cement that can glue back together a society and a civilization. Our chief reliance, I believe, must be upon dynamic, self-renewing institutions and upon rationally coordinated, people-oriented systems of learning.

Reshaping the fundament, as well as the face, of things are such fateful factors as these:

1. A communications revolution has increasingly informed and influenced Americans. First came books with their growing availability and use, bringing with them the rise of libraries and literacy. Then Marconi's fabulous breakthrough of wireless telegraphy produced radio. Next came the talking motion picture. Now television programs beamed by a satellite have the power either to inform and improve or to reduce man to a very low common denominator.

We underestimate the importance of the quiet revolution in education: gradual reduction in functional illiteracy. Literacy has opened to millions jobs requiring more education; and new millions of people are now being exposed to the written record of man's tenure on earth and his dreams of something better.

2. A human rights revolution--still in process--has brought us from acceptance of the indenture of workers and servants to a new emphasis on the dignity and worth of an individual human being. This concept of individual work and the freedom required to nurture it are our most precious legacy of 2000 years of struggle. In the process of establishing the reality of rights granted by the Constitution of the United States our gravest hours as a Nation have been experienced at mid-ninteenth and mid-twentieth centuries.

While we have not yet reached Valhalla, we have come a long way. The principle of one-man-one-vote has been established to the consternation of traditional power groups and vested interests. Artificial barriers to political citizenship have been struck down. Bastions of "free enterprise" in the corporate, governmental, educational, and trade union sectors are equally under fire for ancient and indefensible practices. New importance of the individual--be he young-old,rich-poor, black-white, man-woman--is forcing the review and renovation of institutions, policies, and programs in every sector. The cultivation of individuality and idiosyncrasy is now respectable.

3. Scientific and technology developments of gigantic proportions have produced revolutionary change and a vast increase in the fund of human knowledge. Some have said all knowledge (though I doubt the value of most of it) doubles every fifteen years and scientific knowledge doubles every ten years. Can you believe that our total supply of information is being increased at the rate of over two million words a second? Thankfully the bulk of this effusion is lost through a mercifully bureaucratic burial each day. It can truthfully be said: We know more than ever before and believe less!

Changes come so swiftly that many companies will not hire an engineer who has been out of college more than five or ten years unless he has "retreaded" himself through some systematic process. Medicine and allied health fields, engineering and its technologies, and an array of new specialties in physical and biological sciences have generated a paradoxical power to extend and improve life and at the same time have put in men's hands the power to destroy civilization.

The wonders of science and technology have accelerated urbanization, extended life, improved our ability to teach and to learn, relieved man of much back-breaking toil, produced a new age of international and interplanetary travel, automated manufacturing, and computerized accounting to make a dazzling array of goods and services available to an ever-increasing number of people.

With the aid of machines we work less and have the highest standard of living in the world, that is if you can measure the quality of living by things and creature comforts. Somehow the vast leisure we are warned to get ready for has passed me by--for which escape I am grateful. Nothing is more reprehensible to me than the advocacy of a 20-hour work week and endless vacations. What this country needs is to go to work--if necessary with more than one job apiece--to rebuild our deteriorating cities, roads, utility systems, farms and villages. Instead of concentrating on a fool's paradise of fun and games, we should be pouring ourselves into the reformation of community life, and the reformulation and strengthening of our embattled institutions and the cleansing of our soiled environment.

FOR EVERY HOUR OF NEGOTIATED OR SELF-DEALT REDUCTION IN THE PRIMARY WORK WEEK, I OPT FOR TWO HOURS OF ADDITIONAL COMMUNITY SERVICE. It is tomfoolery to say the amount of useful work has so diminished that we can now afford the luxury of three or four days a week of doing nothing, which for most people is less desirable than is a change of pace and the chance to do something significant, meaningful, and rewarding.

An age of technological marvels? Yes. But this same scientific age has impacted our cities, polluted our streams, and fouled the air we breathe. It has set loose forces which, if they do not destroy us first, can mongrelize the human race by modification of the genes and by disruption of the normal permutations by which life is formed. Small good it is to create some new monster through unlocking the secrets of DNA--only to lack the wisdom to make sound political, economic, and social decisions for the welfare of mankind.

4. A fourth revolution which is churning in our society revolves about the emerging dominance of youth. Suddenly we realize that we are approaching the point where more than half our country's people will be 26 years old or younger. The youth revolution runs the gamut from the passivity and nihilism of those who "cop out," through rational dissent and constructive desire to become involved in the renewal of our society and its institutions, to utter rebellion and overt action to destroy the system, the society, and our traditional institutions.

Causes of youth revolution run deep and are much too complex to deal with adequately here. Suffice it to say that we in education are reaping the harvest of our success. We have helped educate the most articulate (if not the brightest), the most knowledgeable, and certainly the boldest generation of students in history. To our surprise, these beneficiaries of their forerunners' largesse have discovered several things they do not like.

For instance:

(1) For many young people the educational system does not work at all. Schools and colleges routinely dump their failures into society's gutters and avoid responsibility or concern for what happens subsequently to these individuals, so harried are educators from efforts to cope with

students still enrolled. What is the proper responsibility of educational institutions for initial job placements?

(2) The contemporary mood of students is to be less reverent toward authority, to challenge the validity of "facts" and to question basic assumptions. Less concerned about grades than any previous generation, students no longer accept blindly or blandly the version of a teacher who purports to "tell it like it is" when the students know he is "telling it like it was."

(3) Young people have challenged the importance of affluence, of the "hard sell," of a society that places its highest priority on economic considerations. Some of them reveal their disdain for expensive living and have made hideous the once elegant American process of conspicuous consumption. They doubt the Puritan ethic of work for its own sake and embrace a philosophic shift which has made the greatest impact of any movement since Sigmund Freud's work in psychoanalysis. I refer to existentialism, whose self-styled disciples have frequently propelled the concepts of Jean Paul Sartre into libertinism and anarchy.

(4) Rising aspirations are a characteristic of most of today's youth. Positive proof of a generation gap is provided by older people when they say, "I don't understand what young people are protesting about. We have given them more money and a better education than we ever had in our day."

It is their greater knowledge and concern, not necessarily their intelligence, that causes young people to discover flaws and imperfections in our institutions of education, business, and governance. To want to eliminate these weaknesses and to attack the status quo is both commendable and essential. We must learn to live with and profit by a new breed of "boat rockers," so long as they reflect credit on the educational community by resorting to reason instead of to the threat and the reality of violence.

A universal system of public education through the first two years of college is developing. More than 40 million Americans have benefited from at least one year of collegiate education. Yet human wants are not satisfied and aspirations continue to outreach our rate of facilitation.

(5) Youth power is political power. Eventually 18-year olds will be able to exercise voting rights. Then the campaign slogan of an Atlanta politician running for mayor will be even more effective. In trying to reach the young adult he said: "I am experienced enough to know; old enough to be responsible; young enough to make waves." Young collegians in the 1950's and 1960's flexed their political and social "biceps" in civil rights demonstrations and learned what can be accomplished through organization and group action. There was never any real doubt that this power of organized protest would be transmitted to issues other than racial discrimination, as the universities of the land can testify.

(6) Young people want to be treated as unique individuals rather than as IBM cards in a huge "numbers game." Theirs is a search for self in which

they can be helped by those who have sensitivity, knowledge, and patience. However, it is a function of guidance to help the young also to understand and heed Dr. Werner von Braun, who said, "In glorifying the individual, we should not lose sight of the fact that a person is nothing until he communicates with others."

(7) The best of our youth want to be partners in the processes of creating a better world. Their energy is boundless. They abhor war but need the moral equivalent of war, i.e., a cause big enough to challenge them and real enough to make a difference if they perform well. To achieve this, I advocate a two-year system of National Service which would have education as half of its function and the renewal of communities, depolution of the environment, and assistance to the less advantaged as its other function.

Also worthy of identification as central factors and forces in our time are: the world's population explosion; the rise of minorities; growing family instability; shifting of moral and spiritual values which leave in doubt the power of organized religion; the crisis in race relations; the failure to renovate our tired political and judicial procedures to meet new needs; and finally, international tensions which have been dubbed a "balance of terror."

At a time when freedom and representative government are on trial and under constant attack, it is urgent that education be made the effective means to individual fulfillment and national strength which it can become. It must be made to work for all the people in a continuous and comprehensive manner, beginning with pre-primary children and extending throughout life.

This is the new setting for guidance, counseling and placement in the 1970's. This is the new environment for learning. This is the rationale for the establishment of new policies and objectives, for restructuring our educational practices, for reexamining the efficiency and effectiveness with which we use existing resources, for identifying innovative and exemplary programs, and for developing strategies for change at every level.

We must not let this decade close with millions of people believing that the educational system is unable or unwilling to renew and renovate itself. To participate in a modern reformulation of education in this country--accomplished not as in the past from top to bottom but this time from bottom to top--is our privilege and our responsibility.

I wish to pay tribute to that relative handful of professionals (at most 60,000 in number) who give service and leadership as guidance specialists and to the thousands of faculty members and paraprofessionals who contribute variously to a valiant effort to make guidance a reality as well as a name to its clients.

Professionally prepared counselors have always been in short supply. In relation to the growing needs and aspirations in education, industry, government, and welfare agencies the problem today is more critical than ever. In fact, the inadequate supply of qualified counselors is still the number one bottleneck in education.

If education renews itself and meets the obligations and challenges of the 70's, guidance, counseling, and placement must be in the vanguard of this progression. The fast growth of our population, the dramatic increase in numbers of institutions (including the new public community colleges, area vocational schools and technical institutes), the downward thrust of education into pre-primary years, and the rising importance of guidance in the elementary schools force us to reexamine guidance, its function, and how it can be accomplished.

Pending a powerful national emphasis on increased preparation of counselors (which movement seems not in the offing), it is absurd for us to sit unhappily and drown in our own tears over the grossly high pupil-counsellor ratios that exist. Nor is it profitable endlessly to redefine what we mean by guidance. No area in academic life has done more self-conscious soul-searching than guidance. Too much has been written about it and not enough done. We are in an era when the public deserves and will demand coordinated, community-based, nation-wide diagnostic and career development services. Intelligent use of counselor aides and the vast untapped resources of the work-a-day world offer promise.

Of great help will be a rethinking of such fundamental matters as where learning can and should take place, who in a community is qualified to be a participant in the stimulation and management of learning, and how to link better the enormous non-school community resources with in-school efforts. We should capitalize upon the growing ability of children and adults to learn independently from a variety of sources including instruction programmed for individuals, for groups, and for special categories of disability and giftedness.

The time has also come for us to put the full power of education to work for special categories of people and for people with problems. I refer to the juvenile delinquents and public offenders whom most of us shun. We have groups with special needs such as minorities, armed service personnel, drop-outs, the functional illiterates, and the physically handicapped. And it is high time that we recognize that only 7 per cent of the work force hold jobs dependent upon colleges and universities.

So long as we lack up-to-date information about worker supply and job demands we will continue to educate people for jobs that do not exist. Most schools do not possess accurate, comprehensive, up-to-date information about careers. Almost any school library or guidance counselor's bookshelf will substantiate this appalling lack.

In an age of endless specialization it is too much to expect each counselor to be a human encyclopedia of up-to-the minute facts about careers and jobs. But if a school could plug itself into a national or state-wide career information system with sufficient individual learning stations or consoles, the school could be relieved of a heavy burden. An effective counselor needs to be free to manage the system and to deal with the most difficult individual cases and the problems of referral. Without heavy reliance on utilization of the entire teaching staff of a school, plus technology for learning and teaching, there is no prospect of creating a workable delivery system that articulates the needs of individuals and communities with the needs of business, industry, agriculture, and government.

There are strong special interests that exert pressure to keep training programs alive long after the need for them has vanished. The field of agriculture is one example of this in some schools. Too often vocational school curricula are made inflexible and outmoded by an investment in equipment that went out of style years ago. It is a difficult matter for a counselor to encourage a student's interest in a career when no modern training program for it is within reach.

Government agencies--particularly the U.S. Department of Labor and Health, Education and Welfare-are currently wrestling with the difficult problems of the so-called "hard core unemployed," poverty, and the underutilization of workers. In the making is the most comprehensive manpower development program this country has ever known. This is a matter of utmost concern to planners and thinkers in the field of guidance, just as close attention is being devoted to the Vocational Education Amendments of 1968.

Guidance must play its part in coping with the critical problem of jobs for young people, especially for young blacks. An increase of more than 50 percent in the number of nonwhites in their early twenties has been forecast for 1975 by Dr. Seymour Wolfbein, (2) manpower authority. It is estimated that a net increase of 1.5 million new jobs must be created each year just to keep pace with the normal increase in available labor supply. When the steady decline in numbers of unskilled jobs is added to the manpower picture, as well as automation and the rising entry requirements for professional and technical jobs, the tasks of guidance multiply.

As a result of a new emphasis upon occupational education, its quality, availability, and image are improving. This new stress on the importance of vocational education will be a major development of the 1970's and is already well under way. This augurs badly for the kind of counseling that assumes that all youngsters go, or should go, to college.

A guidance program that concentrates unduly on the question of how to get admitted to college does a gross disservice to millions of young Americans.

Now and for the next decade more high school graduates will go immediately to work than will go to college. This non-collegiate population tends to be neglected, especially in schools whose programs are strongly or exclusively oriented toward preparation for college.

Further, the newer types of post-high school, non-collegiate vocational-technical education and the complicated world of skill centers, special training programs, and proprietary schools operating in technical fields should be known to every enlightened career adviser. At least the adviser should be personally familiar with basic sources of knowledge about major job categories and be able to guide the student to the best available information about the details. It bears repeating again and again that the surest way for young people to be denied their proper options in career choice is to withhold essential information. To be uninformed is to be without a choice.

Another stream of future development worth noting is the redefinition of roles of professionals in the society. There simply will not be enough medical doctors, for example, to serve the health needs of the nation's people. Radical redeployment of the physician's time and knowledge will be required in order that paraprofessionals, and most especially sub-professional workers, can take over many of the less sophisticated aspects of the practice of medicine. Similar redefinition of roles must come to teaching and counseling.

Another problem which is not amenable to piecemeal solutions is the large number of dead-end and dull routine jobs. Increasingly, attempts will be made to develop "career ladders" and training programs that provide the essential flexibility for a worker to move to the level of his interest and optimal ability. This must be an important concern of the guidance counselor if he is to provide a better bridge between school and work.

A puzzling problem for guidance people revolves around the important informal systems of career information and misinformation. Points of strong influence are peer groups and the home and family. How can parents, as well as their children, be better informed and able to relate more helpfully to the exploration of career goals? How do these informal systems work? How can they be utilized to augment the formal system? These are questions to be answered.

Any community has seldom-tapped resources in the expertise of successful specialists, tradesmen, managers of businesses, et al. Under the aegis of a school-centered or community-based referral system many such people will give generously of their time to individual counseling about the fields they know best. This is a talent resource worth cultivating, organizing, and utilizing in some fashion other than on "career day."

In addition to his knowledge about educational requirements for entry into an occupation, the guidance counselor needs awareness of general conditions for work including knowledge of trade unions, apprenticeship, licensing, wage levels, and the like.

Not far down the road is the day when schools not only will prepare workers more effectively for citizenship and vocations but will also share some responsibility for initial job placement. So long as preparation for work and performance on the job are wholly separate and without follow-up, there will continue to be a certain unreality about guidance and a continuing casualness about our failures.

As our life span is extended, older members of the population also need guidance and referral services in order to keep busy, to be useful, and to sustain their self-esteem. They can help fill, in a limited way, manpower shortages if the machinery can be contrived to link them with aspects of the world of work in which they are peculiarly qualified. One illustration is the growing opportunity for retirees to act as part-time foster parents, as aides in day care centers, and to serve importantly as the adult outside the immediate family to whom the child or youth can talk with confidence.

Somehow administrators and board members seem to get very little feedback from the guidance sector as to what really works (and much does, to the everlasting credit of the school teachers of America) in our educational system and what does not work well or at all. How can this vital information from a professional group with responsibility to hear from as well as talk to their clients be channeled to those who shape educational policy and influence funding? The insight of guidance people is needed in the modification of present educational structures and in planning for the future.

The present administration in Washington is willing to cede more money and more authority to state and local agencies. This concept, plus an expanding readiness to contract with private corporations and agencies for services, is an opportunity not to be taken lightly. For education this is a testing time. Traditional schools and systems are being asked to deliver new services in new ways. We must not falter or fail; for if we do, the federal establishment will create new agencies outside the framework of the public school system. Already the knowledge industry is providing guidance services, instruction in difficult areas, and planning for the day when they will operate whole systems of education.

It is important that guidance leaders work closely with vocational educators, and avoid like the plague a stereotype of vocational and technical education as something second-rate. It is also essential that guidance counselors work cooperatively with business, industry, government, and the professions to determine the nature of training and education that will best serve people. Should we fail to discharge our full responsibilities by providing needed services, or find ourselves overwhelmed by impossible tasks and goals, private profit-making corporations will deserve an opportunity to prove what *they* can do. At worst, they will take over our functions. At best, we will become mutually helpful partners in an important and exciting endeavor.

## References

1. *Career Guidance*, A Report of the Subcommittee on Career Guidance of the Committee on Specialized Personnel, Manpower Administration, U.S. Department of Labor, June, 1967.

2. Government Executive, September, 1969, pp. 48-49.

# What Do We Really Know About Career Development?

Samuel H. Osipow
Psychology Department
The Ohio State University
Columbus, Ohio

My topic is a real challenge. Any person worth anything professionally wants his efforts to make a difference to somebody else. The real question that a professional pays attention to is the effect of his efforts on the behavior of other people. In other words, he asks himself the question, "Will my clientele behave differently after my efforts than they did before them?" This applies whether said professional is a counselor, a teacher, or an administrator. It is the acid test of the validity of his discipline in general and his own skills in particular. My topic lends itself frighteningly well to the test. At the same time as I am challenged, I feel a certain timidity because of the danger of misleading my audience if I am wrong. Thus, it becomes important to consider how sure I can be about what we know about career development. In the history of science there are many examples about the effects of premature conclusions. As a result of my concern I have done a considerable amount of soul searching before selecting the issues I wish to bring to your attention, with the hope that I will avoid misleading you while at the same time encourage you to change your professional behavior for the better.

No shortage of concepts for career development exists (6). However, if a hard criterion is used, that is, replicated studies whose results have been proven in the field over a period of years to select facts, then one would have to conclude that very little about career development that is systematic in nature is really known. Using a realistic criterion, however, certain statements can be made:

1. Career development is essentially a socially bound process. Career development reflects the status of the culture and the economy in which an individual happens to find himself at a particular moment in time. The vocational progress of the generation that left school during the depression of the 1930's was substantially effected by those economic conditions; similarly effected was the career development of a generation that was finishing school in the midst of World War II. In the same way, we can expect that the generation now in school faces distinctive social events which will significantly influence both the opportunities and the nature of the opportunities available to them. If nothing else, the educational background of the current generation has been different from their father's. Considerable data exist to demonstrate that educational-vocational anticipations are materially effected by social antecedents (2,4). The value structures of young people of today are different than formerly as a function of current and recent economic conditions in this country and the social conditions in the world in general. In this connection, then, there is the added problem of trying to predict events in a changing context which will probably never really be replicated nor duplicated.

2. The dynamic conditions under which career decisions are made bring attention to the second statement, change. The principle covers really two categories of events; the first includes the category just discussed, that

is, change external to the individual; the changing world and its varying demands and opportunities. The second aspect of change lies within the individual. People's expectations, preferences, and capabilities change throughout the lifespan.

3. A third statement that has been clearly demonstrated in the literature is that people experience a great deal of anxiety in connection with their choice of a career in America. I emphasize in this culture because one of highly prized freedoms in the folklore of America is the freedom to choose one's work; with freedom goes anxiety because of the responsibility to choose wisely and to live with the consequences of the choice. This, in combination with the press for upward social mobility which is also characteristic of our ethic, has introduced fear of making a bad choice. Choices may be bad in terms of errors in judging their ability to satisfy or bad in terms of misjudging one's potential for success. Exacerbating the anxiety is institutional rigidity. This rigidity has required young people to identify the channel of their education relatively early, while still quite young, and has had the consequence of prematurely focusing their educational-vocational pattern. Premature decision making is often wrong, leading to waste and heartache. To add to this, the youngster who wishes to make a change, even as early as his high school years, often finds it very difficult to do so because of institutional patterns and attitudes, which value persistence for moral reasons as well as convenience. Super and Overstreet (9) report data which demonstrate the instability of choices made by students while in the ninth grade. Similarly, much data based on Project Talent (1) indicate that youngsters can make somewhat more stable choices early in high school when these choices are categorized into large general fields, such as science, the humanities, social sciences, mechanical fields, etc. When the choices are more specifically defined, such as medicine, dentistry, lathe operator, brick layer, welder, teacher, etc., the choices are seen to be extremely unstable, change frequently and are not good predictors of future areas of endeavor at all.

4. The fourth statement one can rely on to some considerable extent has to do with the role of abilities in education-vocational development. There is a good deal of data from many studies (10) to indicate that there are distinctive kinds and levels of abilities required for success in different types of occupations. Obviously, knowledge of abilities does not allow as accurate prediction as might be desirable, but the level of prediction is remarkably high when the additional impact of motivation and opportunity on career entrance and progress is considered. There is a tendency in our culture to make choices consistent with interests and hope or even assume that abilities will prove to be adequate when, in fact, most of the data indicate or lead to inferences that abilities far override interests in influencing of vocational attainment. People are more likely to wind up doing what they are capable of doing than what they might like to do. There is a good chance that, given entrance into a particular field toward which an individual might feel somewhat neutral or even mildly apathetic, interest will develop with experience and success. Preliminary data exist to suggest preference for a task may be changed as a function of the level of success in dealing with the materials used in the task. At very high success ratios preferences may even be reversed. Not a surprising finding, but one which may match the real world well. This runs counter to the point of view which holds that a person will

perform his work more effectively if he is interested in it than if he is not. The data, however, suggest the reverse: interest does not affect the quality of performance, all other things held equal; people are more likely to become interested in tasks they do well.

5. A fifth statement to be kept in mind concerns the interaction between the environment and individual's preference and selection (3,6). This interaction overlaps with the relationship between social context and choices mentioned earlier. It has been demonstrated in at least two streams of research that important interactions exist between the individual and his environment with respect to career preferences. Holland's work (3), for example, has indicated that individuals of one personality style are prone to find the choices resulting from their style either reinforced or counteracted as a function of the characteristics of their environment. A "social" individual in a "realistic" environment will make some different kinds of career decisions than he would in a "social" or "enterprising" environment. The other major stream of research contributing to knowledge along these lines has to do with the effect of social class membership on career development (6). This membership has impact on a number of career dimensions. Family resources might be transmitted across generations as a function of social class membership. For example, the nature of real property versus the transmission of social attitudes distinguishes one social class from another. The degree and type of striving for upward social mobility varies from one social class to another. The kinds of vocational aspirations that young people have reflect inputs from social class antecedents.

In general, there seem to be two kinds of ideas about career decision making. The first is represented by one or a combination of the several theories of career development. These theories postulate that people make decisions about their educational and vocational lives systematically based on the interaction between personal and social variables. The particular variables and the special nature of the interaction between them varies from one theory to another, but what these views have in common is their notion that career development is a logical systematic progression of events in the individual's life.

The second view of career development is based on naturalistic observation of individuals. It employs few, if any, constructs to explain the relationships between events in the lives of individuals. This view may be summarized in a single sentence: People follow the course of least resistance in their educational and vocational lives. It may be a moot point as to whether the "least resistance theory" is more valid than one of the more self-conscious views of career development. The fact remains that in many cases people do react to their environments and follow those avenues educationally and vocationally which they perceive to be open to them with a minimum of difficulty. Many of the theories of career choice seem to represent an ideal rather than an actual process of career decision making. The "least resistance" view of educational and vocational decision making carries with it some significant implications, the most significant of which is that programs developed for individuals in educational institutions should be designed to reflect the tendency of individuals to follow the course of least resistance. If people are able to make choices that are constructive and productive for them easily and put them into action with a minimum of bureaucratic rigidity, they will be ahead of the game insofar as their vocational satisfaction and effectiveness are concerned, not to mention the positive impact this would have on social productivity.

When we try to apply our knowledge about career development at several levels of the educational system with several classes of individuals, some of the problems and possible directions for solution that face educators are highlighted. The kindergarten to sixth grade level is the most reasonable place to begin examining the career development process. Children show an interest in the world of work at a remarkably early age. Even before their explicit interest in the world of work, children are exposed to events which shape aspects of their personal development related to work. While Anne Roe's theory (8) of the effect of early experiences on later career development has not been empirically validated, other research dealing with the cognitive aspects of child development have potentially important implications for career development. Differences in cognitive styles are evident at early ages and data suggest these styles have impact on social and educational effectiveness and adjustment, which would in turn be related to the acquisition of skills, as well as career related attitudes (7).

Many institutions already have begun the development of elementary guidance programs, although the question still remains somewhat open as to the proper objectives and methods of these programs, where these programs pertain to career development the objectives must remain fairly simple. There should be a graded effort to indicate the relationship between school and work to youngsters. Ideally, something should be done to programmatically build into the curriculum itself content which shows the place of school in the larger world. An effort must be made to show how skills acquired in school have later utility, or build toward the development of skills that will have utility, in the world of work. Children are interested in thinking about themselves as adults and in various work roles. A considerable opportunity for constructive, vicarious vocational exploration exists at the elementary level. This is likely to be most effectively accomplished directly in the curriculum rather than imposed as an adjunct program by a specialist outside the curriculum. The role of the specialist should be to serve as an adviser and consultant to the curriculum developer and teacher who will have to implement the concepts.

The question of individual differences can also be explicated and discussed at the elementary level. Children are aware, at a remarkably early age, of the fact that they differ among themselves and are capable of adjusting to this recognition better than many adults assume. An opportunity to discuss and see the wholesome aspects of individual differences can be productive.

Finally, the development of wholesome attitudes in general toward work as well as some understanding of the notion that work is part of play, the other side of the coin so to speak,could contribute to the fostering of productive attitudes to be brought into play for the crucial decisions to be made during adolescence and later.

For special types of students in the elementary grades, such as the disadvantaged or the handicapped, similar kinds of programs also seem appropriate though with different emphasis.

Neff (5) has postulated a theory of work psychopathology which describes several kinds of work related problems which characterize many disadvantaged or handicapped people: these include motivational deficits, fearful responses to the demand for productive activity, engagement in hostile-aggressive behaviors which are disruptive to the work setting, dependency, and naivete and inexperience. This list suggests certain developmental tasks for the disadvantaged and handicapped.

For the disadvantaged student, perhaps the greatest deficit to be coped with has to do with helping the youngster to perceive himself to be a person who does things, who is capable, who produces, and has competencies. Changes in this dimension are likely to improve motivational levels, as well as to reduce work related fear and aggression. The biggest needs, however, lie in the area of academic enrichment to make up for whatever impoverishment the home environment causes in performance.

For the handicapped the nature of the handicap should have considerable impact on the kind and type of guidance program to be developed for this age group. It may well be that at this age the handicapped may have more fundamental adjustment problems that require highly specialized programs. The focus of work related problems of the handicapped lies in dependency and, for some, inexperience in a work role.

As we move to the junior high school level, the environment requires more explicit career planning. No real change in the kind of program seems necessary, rather, a change in the tempo and intensity of the exposure to the world of work. More specifically three kinds of tasks come to mind. The first is a more explicit demonstration to the student of the relationship between what he does in school now and what will happen to him vocationally and personally later on. Second, some exploration of the world of work is necessary. This exploration should not aim to give him an encyclopedic knowledge of what kinds of work exist in the world, but rather should strive to give him the tools to canvass that world and to get some conception of its breadth. It should teach him to relate aspects of it to himself. Third, junior high school programs should begin to teach kinds of behaviors that may be employed to foster development both in school and in his decision-making skills. This is the time when the student should accelerate the pace with which he learns how he may exert control over his life. Earlier we were concerned with teaching him simply that he can exert control over his life in some respects. If the earlier program was done right, disadvantaged students should hardly be suffering, at least vocationally, from the effects of their disadvantagement and should be integrated into the regular program.

In the final years of high school there should be a continuation of the earlier program. Here the focuses should be on the specific act of career decision-making and implementation with close identification of the points of control that exist in specific decision-making situations as well as ways in which leverage might be exerted over them. For example, a student cannot change the labor market, but he might be able to change the level of his preparation and the range of his competencies at the time he enters it. Or, though a youngster cannot change the general constellation of his skills and basic abilities, he may be able to manipulate the intensity of his effort and usefulness of those skills. In teaching some of these practical aspects of self-determination, work experiences of various sorts serve a useful introduction to the world of work when introduced in a controlled way during the early years of high school. By working a young person can learn something of the context in which work is done. Such experiences can serve as a useful transition to the point of the student seeing himself no longer as a child but rather, as a person who works and is productive. Further these experiences can serve to suggest to the student that what he does in the present is related to what he will do in the future.

In recognition of some of the individual characteristics mentioned in the first part of this paper certain conclusions can be drawn. Earlier I said that individuals are very changeable in career development; that there is a considerable amount of anxiety associated with the process of choosing; and that they tend to follow the path of least resistance. With these in mind certain programatic consequences seem logical. For example, it seems reasonable to try to minimize the number of highly specific choices that must be made very early in life. Instead educators should try to develop curricular models which lead to successively narrower choices which still include numerous related alternatives should the student develop in a new way. This may be done by identifying common elements involved in developing basic competencies related to several fields. The development of core programs would then allow the student to consider any one of a number of educational-vocational alternatives. Such programming would recognize the human characteristic of developmental change, as well as foster a continuing attitude of updating of skills of self-determination in individuals.

The identification of points of change, both into and out of programs, is emminently realistic in terms of human characteristics. Not only are people sometimes inappropriately confined to programs that they have selected earlier (often for the most absurd reasons) but this confinement carries with it the converse implication, which is that people are excluded from programs that they failed to enter earlier because of what are often inappropriate and unnecessary prerequisites. Schools often fail to provide accelerated make-up programs later on. After all, it seems reasonable to assume that people can learn skills at a later point in maturity more quickly than they might have earlier. It is also likely that a highly motivated high school junior may learn a skill considerably more rapidly than a normally motivated ninth grader.

It seems necessary to foster the individual's concept of his control over the direction his life may take. This can be done realistically, even though it is obvious the individual does not have total control over his environment. What he does have, however, is control over his reaction to his environment, within limits; these limits may be expanded if they are brought to his attention.

In summary, it may be necessary for counselors to develop a theory of vocational counseling and implement it, rather than to continue to try to infer a theory of career development from the hodge-podge of development that we observe. Individual career development seems to reflect a variety of educational and institutional characteristics in important ways. Some institutional characteristics actually impede career development.

The objectives for guidance, counseling, and placement in career development lie in the identification of points of leverage for individuals, and methods to teach them how to exert this leverage. To some extent the counselor must try to influence the curriculum developer to develop programs that make realistic demands on individuals and do not assume that there is straight line development which can have its parallel in curriculum development as a straight line function.

What we know about the career development of young people illustrates clearly that more is needed in the school program than an occupational library and a dispenser of career information. In fact, most of the time honored vocational guidance practices may be called into question. The value of occupational information pamphlets, career days, and nominal test interpretation interviews has never been proven. Questioning the usefulness of these practices does not necessarily mean the practices should be discarded. What it means is that they should be assessed, and perhaps the use of counselor time reapportioned accordingly. Maybe counselors should spend more time in counseling, in creating work study possibilities, or in having a voice in curricular planning than in running a library or arranging a career day. Possibly counselors should try to teach youngsters about ways they may promote their own distinctive career patterns which recognize the individual's distinctive nature.

Adolescents should be prepared to make a series of decisions which have vocational implications, the results of which will be reassesed from time to time, possibly leading to new directions. Students might well be taught how to make decisions which leave open the maximum number of alternatives, and successively sharpen the focus of their career direction as they mature. Youngsters need to learn how to plan; how to collect data, process it, develop alternatives, and make reasonable decisions on the basis of these alternatives and estimates of their outcome. The implications of this counseling function far outreach career decision making; they affect life style in general, and have implications for the person as a controller rather than as one who is controlled.

Finally, the counselor is more than a course selector or scheduling officer. While he may be consulted by the student who is in this process, his major and most significant contribution to the student's development is in the area of responsibility and judgement.

## References

1- Cooley, W.W., "Interactions Among Interests, Abilities, and Career Plans," *Journal of Applied Psychology*, 1967, *51*, 640.

2- Hewer, V.H., "Vocational Interests of College Freshmen and Their Social Origins," *Journal of Applied Psychology*, 1965, *49*, 407-411.

3- Holland, J.L., *The Psychology of Vocational Choice*, Waltham, Mass: Blaisdell, 1966.

4- Hollingshead, A.B., *Elmtown's Youth*, New York: Wiley, 1949.

## References - continued

5- Neff, W.S., Work and Human Behavior, New York: Atherton, 1968.

6- Osipow, S.H., Theories of Career Development, New York: Appleton-Century-Crofts, 1968.

7- Osipow, S.H., "Some Cognitive Aspects of Career Development." In Evans, E. (Ed.), Adolescence: Readings in Behavior and Development, In Press

8- Roe, A., "Early Determinants of Vocational Choice," Journal of Counseling Psychology, 1957, 4, 212-217.

9- Super, D.E. and Overstreet, P.L., The Vocational Maturity of Ninth Grade Boys, New York: Bureau of Publications, Teachers College, Columbia University, 1960.

10- Thorndike, R.L. and Hagen, E., Ten Thousand Careers, New York: Wiley, 1959.

# RESTRUCTURING OF EDUCATIONAL PRACTICES RELATED TO OBJECTIVES FOR GUIDANCE AND PLACEMENT FOR CAREER DEVELOPMENT

L.G. Townsend
Professor of Education
University of Missouri, Columbia, Missouri

The comments in this paper will be directed to a very practical discussion of some of the elements which need to be considered as plans may be made to change educational practices in a school system. It will not be an attempt to present strategies of change from a general theoretical view. The discussion will be largely from an administrative perspective, for it is assumed that administrative leadership is a primary requisite for change in a school system. But essential as this administrative leadership may be, it is not suggested that change in educational practices comes by administrative prescription. It is not enough to recommend that a change be made and to assume that it will be done. The intent of restructured practices may be altered and the substance of the content redesigned, but that does not accomplish the purpose of the proposed change. The process is not complete until the proposed restructured activity is actually carried into operation by the people who will be involved in its implementation.

This would tend to suggest that a consideration of the process of restructuring educational practices relating to guidance and placement for career development requires that attention be directed in a very practical sense to several areas of knowledge pertaining to administrative organization, operational procedures, personnel, and other factors which influence change in the setting in which these practices operate. Educational activities function within the structure of a school program and are an integral part of it. They do not exist in isolation and, therefore, must be considered in relation to other activities in the school. Furthermore, new ideas concerning objectives, curriculum materials, and anticipated outcomes may be ever so valid and attractive, but these ideas are translated into action only when they become educational practices within the structure of a school organization. It takes people to do that. Consequently, it is necessary to consider personnel of the school and proposed changes in specific practices in the context of the climate and organizational structure in which such practices may exist and function.

Structure may be considered in terms of the organization of specific practices within a school such as those relating to the teaching-learning processes, curriculum formulation, or guidance services. Another view is that structure may be considered in terms of the total organization of the system in which the practices function. In this paper some attention will be given to both views, for they have rather involved relationships and in many ways are interdependent.

Any need for restructuring procedures for either the specific practices or the total organization does not exist in a vacuum but is related to the purposes which are implied in the stated objectives to be attained. In this discussion the purposes relate to objectives for guidance and placement for career development. After the objectives have been stated and the anticipated outcomes projected, the next step is to study the existing structure of practices and organization to determine their appropriateness, scope, and adequacy in making it possible to do the job that needs to be done. Such a study may well include some projections in terms of anticipated needs in the future as may be indicated by the objectives. If this approach, which would include both observation and analysis, indicated need for restructuring of specific practices or changes in the organization in which the practices function, then attention needs to be directed to a study of the ways that changes are actually made in a school system.

Any attempt to restructure educational practices or to change the organization in which the practices operate is a complex and complicated undertaking, at best, for a number of variables and conditions need to be considered. Examples of some of these factors may well include the training and attitude of personnel, the quality of leadership, influence of traditional operational patterns, rigidity of organization, general attitude toward change, priorities in objectives, and the climate or working relationships. These are not necessarily barriers to the restructuring of educational practices but they are realistic conditions which will be encountered in the process. Actual change in educational practices, if one goes beyond the superficial aspects, does not come to a significant degree from authoritarian pronouncement alone. The entire process must relate more directly to the people who will be involved in the changes to be undertaken.

## The Influence of Policies

Action programs in educational practices are undergirded by policies which represent general plans, intentions, and a framework from which programs may emerge. Although policies are usually stated in general terms, they represent a commitment to certain ideas and principles. Policies are not usually made by individuals but by groups. Examples of groups currently active in making policies relating to educational problems are boards of education, both state and local; legislative bodies; administrative organizations; and professional associations. The policies which have been made in the past have furnished the base from which many fine programs have been developed and many contributions have been made in the area of vocational education. Evidence indicates, however, that much remains to be done. There is need for expanded programs of vocational education and for more extensive and deeper commitment to vocational guidance and career development programs in many of the schools.

In response to this need, policies are being strengthened on national, state, and local levels. Such policies are essential and form the framework which makes program development possible, but it can be observed that much of the action in terms of educational progress occurs in local school practices. The following questions illustrate the type of inquiries which may be made as policies are implemented locally, especially those which require the restructuring of practices. One question may be whether career development is a matter of an opportunistic or a planned approach. The view adopted would make a great difference in the type of program developed. Some persons may assume that the availability of occupational information materials in sufficient quantities will take care of the matter. Others may think of vocational choices in terms of immediate goals relating primarily to entry jobs rather than in a long range career development perspective. Some may regard vocational guidance and career development activities as peripheral programs attached to the school but not really a part of the central focus. Still others may feel that the differences between academic and vocational goals constitutes a gap which can not be bridged successfully in educational practices.

In line with this policy adoption and strengthening function, the Vocational Education Amendments of 1968 of the 90th Congress are of particular significance. These Amendments not only focus attention on the urgency of the problem of vocational education and the need for vocational guidance, but they offer the framework and the potential for extending programs and for restructuring practices to provide educational resources that have possibilities of influencing career development and vocational guidance as never before possible.

The process of restructuring educational practices requires ideas first, and then the tools and resources to get those ideas reflected into action. Many of the tools and resources requisite for educational action and progress are available for use. We have an increasing number of trained personnel for leadership roles in staffing programs, although the need for additional qualified personnel remains great. There is available for reference a substantial body of literature dealing with problems of career development, vocational education, and vocational guidance. Challenging theories of career development which afford generalized frameworks from which programs may be evolved have been advanced. Research evidence on many aspects of the problems is available for dissemination and application in teaching-learning situations. Much more is known about factors which affect career development than was true only a few years ago. Models and examples of exemplary practices are available for examination by those who may be interested.

It would appear that the process of restructuring educational practices in the areas of vocational education, vocational guidance, and career development in the direction of facilitating the attainment of expected outcomes is not limited by underlying policy, scarcity of ideas, or resources. Rather, it may be indicated that the motivational thrust for changes that may be needed must come from a desire to do something about the problems with the resources which are available.

## Understanding of Vocational Education and Career Development As a Basis for Structure of Practices

Educational programs and practices in a school in the areas of vocational education and career development reflect the meanings assigned to the terms by those who are responsible for directing the school and by those who deal directly with the students. Vocational education has a long history of development and many exemplary programs have resulted. The contribution has been great, but the need for extended and intensified programs in this field continued to be a major challenge. Perhaps some additional clarification of the relationships between vocational education and career development programs would serve to emphasize their relative importance and also serve as a basis for expansion of career development and vocational guidance activities.

Some school programs have been structured on the concept of vocational education as consisting essentially of preparation of an individual for a job. From this view, the skills and information taught in vocational courses, and presumably required for a particular vocation or job, constitute both the basic dimensions and the limitations of the curriculum. The age at which those requisite skills could be learned most effectively in relation to their use tended to focus vocational education programs on senior high school and post high school levels.

The organization of educational practices in a school around the concept of career development is not in conflict with vocational education, but it should be recognized that career development is a much broader and more inclusive term. Attention to career development materials and practices may begin with educational experiences in the elementary school for all children, not just for the job oriented students at a later age. These curricular experiences relating to career development can be organized into developmental patterns which will fit into an integrated curriculum with an emphasis on behavioral objectives. At the proper time and age of the student, appropriate vocational courses may become a part of this educational experience sequence if they fit into larger career developmental plans.

## Curriculum Development As a Basis for Restructuring Practices

In a general sense, educational practices in a school are a reflection of the understanding of objectives and the efforts to bring about their realization largely through teaching-learning experiences related to the curriculum. The trend in curriculum formulation plans is to stress behavioral objectives rather than to be satisfied with mastery of subject matter content alone as the highest standard of attainment. The acquisition of knowledge needs to be related to something rather than be considered as an end in itself. From this view, the student becomes the ultimate product of the school. How the school experiences influence his development as a person becomes a matter of central concern with career development emphasis and guidance services taking high priorities. Criteria for assessment of the quality of education focuses on the student from a perspective of what he is and what is his potential rather than on just what he knows.

This emphasis on behavioral objectives opens wide the door for curriculum programs of career development and vocational guidance. It is assumed that when objectives change, educational practices must adapt and respond to the new expectations. In those instances in which educational programs did not develop a career consciousness on the part of students and in those cases when courses were considered to be incomplete or ineffective, as judged by students, various forms of escape including dropping out were likely to result. The organization of school experiences around behavioral objectives promises to produce improvement in this regard, for it makes the role of work in the life of the individual appear in a different perspective and matters pertaining to career development of immediate concern to both students and educators. The scope of these possible curriculum designs is limited only by the personal, social, and economic needs of young people. This suggests the constant attention to restructuring of practices in response to changing needs.

The idea that activities relating to career development should begin early in the elementary has substantial support from research workers and to many others who have studied the problem. The acceptance of such an idea, however does not guarantee that anything will be done about it. The reality of the implementation of the idea is conditioned by the actual curriculum experiences which are provided by the school and by the way the teaching-learning activities are directed by teachers and specialized staff personnel.

It is not to be expected that experiences of early elementary school children in career development would consist of miniature duplications of efforts at developing skills and providing occupational information to be found in some vocational education curricula. At this elementary school level curriculum workers and teachers may be concerned with exploratory experiences about self and things in the environment that children of this age can perceive. All this will involve appropriate materials and instructional aids. In the upper grades some content pertaining to career development can be integrated into the social studies curriculum. As students move toward junior and high school levels, attention can be given to the development of core courses, clustering of experiences, efforts to show relationships between academic life and the world of work, elements in making career choices, approaches to the world of work, acquistion of requisite competencies and skills, placement, etc.

From this type of base, practices may be structured to project a program of developing and expanding activities in harmony with anticipated outcomes. Activities and experiences will differ with various age groups and in different units of a school system, but a key element in this developmental approach is that of continuity. Attention to the factor of continuity can make it possible to weave career development experiences into the program of an individual student so that this will not be regarded as an isolated bit of content to be scheduled some semester or term and finished.

## Factors Which Influence Restructuring of Educational Practices in a School System

An analysis of how a school system is organized and operated would reveal both formal and informal aspects. The formal part of the organizational structure is largely impersonal in nature. The organizational components of the formal aspects can be charted in terms of a hierarchy of positions, flow of authority, and assignment of responsibility. The informal features of the structure are quite different, for they consist of the people who fill the positions and who actualize the roles. They constitute the part which enables an organization to function, to have vitality, and to change in response to need. Many of these informal personal relationships are very difficult, or even impossible, to show on a formal organization chart. But changes occur in people in relation to what they believe, what they attempt to do, and how they go about doing it. This informal aspect of the organization provides the avenues by which individuals and groups work together to achieve goals.

Professional competencies, leadership skills, and proficiencies in various interaction techniques are at a premium in this area. Consequently, some understanding of this organizational structure, both formal and informal, and how it functions is pertinent to an awareness of how change takes place in restructuring educational practices in a school system, for there are usually many factors involved in the process.

The organizational structure of a school system is not a design which was dictated by considerations of expediency at any given moment, but it rests on a solid foundation consisting of such elements as philosophical and sociological ideas, economic facts, political considerations in terms of welfare of the state, legal precedents, personal experiences, analysis of need, and aspirations of people. These are examples of the types of factors which may be recognized in any change process in educational practices. Any one of them or several in combination may become important influences to deal with in attempts to modify what is already in existence and functioning. Several of these elements will be discussed briefly as examples of influence in the actual change process in a school system.

### 1. Legal Considerations

A public school organization rests on a legal base. It was created by legislative action, either mandatory or permissive, and operates within the prescriptions and limitations of precedents, interpretations, and designated responsibilities. Some of this legally based authority functions by being expressed in admininstrative guide lines which are usually administered from the state level. These administrative guide lines may relate to such things as qualification of personnel, statements about curriculum to be offered, classification or accreditation, financial accounting, approval of facilities, certain practices as schedules and length of time periods, and special services which may be offered.

Many of these administrative guide lines indicated standards only on minimum levels, thus allowing the permissive features of this legal framework to provide the local school ample flexibility to initiate and carry out changes and extensions beyond the minimum requirements. On the other hand, mandatory provisions may tend to produce a degree of comformity and really inhibit changes. For example, courses and curriculum units may be retained to conform to prescribed course offerings or graduation requirements. The point is that recommendations for changes in a school system need to be made with an awareness of their relation to legal requirements and legally based administrative guide lines.

### 2. Preparation of Personnel

The quality of professional service rendered by personnel in a school system, whether it be instructional, administrative, supervisory, or special service such as guidance, reflects the previous academic and professional preparation which the persons rendering the service have received, the type and character of their previous experiences, and how they arrange priorities in what they consider to be most important in their work.

Restructuring educational practices, then, implies more than the development of packages of curricular materials or sets of recommendations that certain changes be made. These are necessary steps, to be sure, but there must be, also, changes in the people who operate the school programs in terms of their personal expectations, attitudes, and professional competencies if any real and lasting changes are to be accomplished.

It is recognized that the counselor, the teacher, the administrator, and others in a school system work in areas of specialized service. Successful performance in these specialties requires specialized professional competencies. It is equally true, however, that no educational service regardless of whether it be instructional, guidance, or administrative can exist and function in isolation in a school system. They are interdependent. Any particular service is affected by what is done in other services, and its influence is felt in turn by others.

This is not intended to suggest that the professional preparation programs for school personnel neglect nor minimize the importance of specialized competencies and performance. It is proposed, however, that in academic and professional programs of preparation that more consideration be given to the relationships in practices as they function in a school in order that the total resources may be centered on the needs of students. This relationship emphasis requires attention in both pre-service and in in-service programs. This is not to suggest that professional preparation programs prepare only generalists, but rather a change in designs which will tend to build bridges of understanding concerning the contributions of various disciplines and specializations and their relationships as they function in educational practices in a school.

The in-service emphasis related to continual professional growth and improvement, whether formal or informal in type, may be designed to utilize a team approach in dealing with problems rather than to depend almost exclusively on individual effort. Plans to utilize professional talent in a school system to effectively build bridges of understanding and to obtain maximum cooperative effort will need to depend heavily on administrative leadership for initiating the changes which will bring specialized services into closer working relationships. Administrative leadership of this type, however, is limited primarily to providing the means and the direction by which changes can be made. The real burden of making changes effective, and sustaining successful progress after programs have been started, rests on the competencies of the professional staff and what they really desire to do. Consequently, the preparation of a professional staff, the motivation toward improvement, the leadership provided locally, the level of expectations, and the skills in working together are all major influences to be recognized in any plan for restructuring educational practices in a school system.

### 3. Prevailing Organizational Climate

Organizational designs from an administrative view may be influencing factors in facilitating or hindering changes in educational practices. These designs may contribute in various ways to a working pattern of relationships which constitute a climate in which practices operate. The professional staff, the students, and the public are responsive to features of this working climate.

It is possible for the administrative structure to be so rigid that it is primarily a controlling rather than a facilitating arrangement. Traditional ways of doing things may be the accepted norm and really constitute a formidable barrier to change. The philosophy underlying the program, the statement of objectives, and accepted standards of performance may be passed along from year to year without a great deal of examination or staff involvement on the policy level. There is an accepted way of doing things. The type of professional performance which meets approval, curriculum development, and procedures for evaluation may all be based heavily on institutional expectations. In an organizational climate of this sort, resistance to change or a disposition to let well enough alone may be encountered as important forces.

Although innovation may not be precluded, it is not encouraged substantially in terms of time allotments, financial support, special facilities, or recognition of innovate effort. The outlook of staff members is likely to respond to this type of climate by recognizing factors in the total situation in accordance with their assumed importance to the organization. Attempting to make changes in educational practices in a situation characterized by rigid administrative controls without understanding the components and operational forces in such a climate may turn out to be a frustrating experience.

Must teachers, guidance specialists, curriculum workers, and others on the personnel staff of a school system regard rigid organization as inevitable and an insurmountable barrier to change? The answer is negative. The model just described is extreme. There are many organization models which provide quite a different working climate. Good administrative organization opens doors for analysis of problems and works to facilitate change in response to demonstrated need. In such a climate there may be found freedom to utilize talent, encouragement, challenge, and the means to implement change in practices.

There will be created many ways for the development of cooperative working relationships. These will include a team approach to the consideration of problems. This does not refer to classroom teaching alone, but to opportunities for specialists in curriculum, instruction, guidance services, and others to pool their specialized knowledge and bring it to focus on the problem at hand whether the problem be in the area of stated objectives, administrative concerns, curriculum development, effectiveness of instruction, assessment of needs, or measurement of outcomes. The basic strategy is to utilize the full potential of the professional competencies of the staff.

The process of change, then, requires an organizational climate which is responsive to an assessment of need for change and the resources to develop action programs if need for change is established. These action programs will involve personnel prepared with the requisite competencies in their professional training, a challenge to seek ways of improvement, an organizational design which facilitates opportunities to work together, and interpretation programs which build a firm base of public understanding. All this implies clarity of objectives, cooperative working relationships, and measurable outcomes.

The influence of rigidity of organization on attitude toward change in the prevailing climate of a school has been mentioned. It is not intended to imply that this is the only factor. Many of the elements which support this attitude toward change are more personal in nature. Past experiences, personal preferences, the regard of colleagues, levels of confidence, recognition and reward of effort, and standards of performance which produce personal satisfaction may all have effects in influencing attitudes of individuals toward the roles they may play in changing educational practices.

The clarity with which role definitions are formulated and mutually understood furnishes a basis for cooperative action, and also a basis for accountability for the quality of individual performance. This is an important element in a prevailing climate. The values of this aspect of a working arrangement in which roles are defined in mutually acceptable terms accrue to both the individual and the organization.

Channels of communication constitute another important element in a prevailing climate of working relationships. Channels which are too formal tend to slow down the process and to limit what may be communicated. At the other extreme, communication channels which are too informal can result in confusion, incomplete information, and dissatisfactions. The plan for providing channels and means of communication calls for recognition of both the formal and the informal aspects. What information needs to be shared and with whom should it be shared? How shall this information be communicated, recorded, and used? How may information be received as well as sent out? These are typical questions in consideration of plans for more formal needs of communication. Some of the channels are vertical representing movement through the lines of hierarchial positions. Information should move both up and down through these vertical channels. Other lines of communication need to be horizontal with information moving in and out to members of a department or unit with similar or related interests.

There exists, also, unstructured informal patterns of communication in a school organization. These are often very effective, even powerful means of communication. Since such means are largely uncontrolled, they may reflect either positive or negative characteristics. Personal attitudes, biases, rumors, and incomplete or inaccurate information may be expressed. The positive side may reflect accurate information, personal satisfactions, appreciation for recognition of service, rewards for achievement, plans for change, and reports of progress. This informal type of communication can be an important influence in planning changes in educational practices.

## Summary

This discussion has attempted to recognize that changes in educational practices should be made in response to demonstrated needs, clear directions in terms of objectives, and effective procedures for implementation.

The basic view has been that the process of actually making the changes in educational practices in a school system is not characterized by formal type procedures, nor can the changes be imposed from above. This is because the changes are really made by the people working in the educational environment. This approach necessitates some recognition of the school as an organization of people, and the various influences which condition the type and quality of educational service rendered become matters of prime importance. It also tends to direct attention to the need to create and maintain a creative working environment in a school system which will stimulate individual action and serve as a foundation from which the process of change can be facilitated.

# WHAT ARE THE PERSONNEL AND NON-PERSONNEL RESOURCES AVAILABLE AND NEEDED TO MEET THE VOCATIONAL GUIDANCE, COUNSELING, AND PLACEMENT NEEDS OF PEOPLE

Edwin L. Herr
Professor of Education
The Pennsylvania State University
State College, Pennsylvania

The emphases assigned to this paper relate to the kinds of personnel and non-personnel resources presently available and necessary to meet the vocational guidance, counseling, and placement needs of people found in different circumstances and at different points in the resolution of vocational identity and adjustment. In this context, personnel resources discussed are professionals in different but related settings; non-personnel resources are chiefly those concerned with media or technology.

There is no attempt here to argue for or to proliferate new kinds of specialists beyond the role possibilities or the potential for strengthened interconnections in and between education, governmental agencies, and business or industry which presently exists. Nor is there an attempt here to argue that counselors, by themselves, can accomplish all the tasks subsumed within a systematic approach to vocational guidance, counseling, and placement which touches effectively the lives of persons of different ages, educational level, experiences, and occupational history.

The assumptions on which this paper is based include but are not limited to the social imperatives reflected in the 1968 Amendments to the Vocational Education Act of 1963 as well as other manpower and education legislation contemporary in time and thought: anti-poverty legislation; Federal aid to elementary, secondary, and higher education; the Vocational Rehabiltation Act, as amended through 1968; the Area Redevelopment Act of 1961; the diverse combinations of "G.I." Bill; the various amendments to PL 85-864 (NDEA), the Manpower Development and Training Act of 1962.

Collectively, these pieces of legislation validate the importance of counselors, in increasing numbers, to the maintenance and progress of the American society and, more importantly, to the facilitation of the democratic tenents expressed in respect for individual differences, informed free choice, as well as the personal importance of coming to grips with questions of vocational identity and constructive adulthood. In the pieces of legislation cited, counseling is seen as integral to manpower policy and to the increased employability of persons from all segments of the populace (37).

The facts of the matter are, however, that for the foreseeable future the need for counselors will outstrip the supply. A conservative estimate is that by 1975 there will be a need for 159,391 counselors in elementary and secondary schools, junior colleges and universities, the Employment Service, rehabilitation agencies and various Office of Economic Opportunity programs. This figure can be compared with the estimated needs for 45,241 counselors in 1965 or 98,880 in 1970 (26). As multiple group and individual needs for jobs, for education, for improved earning power, for personal dignity and autonomy have become visible in the four years since these projected counselor needs were formulated, it has become apparent that the estimates are understated by ten to twenty thousand counselors. It is not the task of this paper to address why such counselor needs will not be met in 1970 nor in 1975. Suffice it to say that insufficient numbers of counselor education opportunities, inadequate numbers of counselor educators, inadequate funds inequitably distributed for training and trainers, for facilities and for incentives, a lack of a clear system of priorities or goals each contribute to the conditions which exist.

Rather than bemoan such a circumstance, it behooves us to examine alternative ways of meeting the vocational guidance, counseling, and placement needs of persons through the most positive strategies available to us at this point in history. If the job to be done is larger than can be accomplished by any one set of specialists in may one institutional setting then to whom do we turn and what contributions do we seek? At the outset, it must be clear that if persons representing different specialities and different settings have contributions to make in assisting individuals select, prepare for, and enter occupations" (1), such a premise casts adrift the acceptability of rigid territorial imperatives and defensive grasping for compartmentalized, splintered approaches to the concerns at issue. The alternative to this is coordination among all possible resource groups. But coordination can only be accomplished as a master set of goals and strategies is created to which specific resource contributions can be related.

To accomplish these goals, it is necessary that there be developed at different governmental levels a master plan which includes examination of (1) the outcomes which vocational guidance, counseling, and placement strategies are to facilitate; (2) the processes by which persons attain such outcomes and the factors which thwart or negate such development; (3) the preparation, the competencies, the skills which must be possessed by those who will facilitate the outcomes subsumed under (1) as these are mediated by (2); (4) the potential impact of different specialists as defined by the characteristics of their clientele, e.g., age, period of exposure, as well as by the characteristics and constraints of the setting in which these personnel operate; and, (5) the technology media which can strengthen the potential impact of these personnel. Such a "systems analysis" would eliminate the sporadic, arbitrary, and tenuous attachment of different specialists to pieces of the system, to pushing persons into a breech simply because a breech exists, and more clearly indicate what duties and functions of a counselor are necessary whether he be in the school, the Employment Service, or the Bureau of Vocational Rehabilitation, as compared with that which can be performed by a teacher or representatives of business or industry. Such a process would make clear that no particular specialist can operate in a vacuum but that his potential influence and contribution to vocational guidance, counseling, and placement must be reinforced through interaction with other parts of the system of which the individual client is a part.

Finally, it must be clear in such a systems analysis that vocational guidance, counseling, and placement are neither mutually exclusive nor are they synonyms. Rather, they have separate as well as collective implications for different persons at different points in time in coming to grips with a vocational plan and the implementation of that plan in their lives. Although it is true that one can view vocational guidance, counseling, or placement as events, as points in time, the more appropriate view is that vocational guidance and counseling are processes which contribute to or result in placement but which can be or probably will need to be reinstituted after initial placement as individual circumstances or the characteristics of the occupational structure change.

To be more specific, each of the aspects--vocational guidance, counseling, placement--attempt to facilitate purposeful activity on the part of the student or client as he is assisted to view himself against the backdrop of work. Such a goal requires that the person "selecting, preparing for, or entering an occupation" possess and be able to use infommation about the self and about the educational as well as occupational alternatives available to him, those possibilities for which he might qualify or prepare himself, and the personal consequences of choice. To realize such outcomes, individuals must acquire further an effective decision-making strategy (10) for analyzing, organizing and synthesizing relevant information.

The skills acquired through vocational guidance and counseling are those by which one can come to use his capabilities, whether limited or great, freely and responsibly in ego-involved activities which contribute both to individual fulfillment and to society's maintenance and progress. Such skills are not confined to the manipulative skills--the ability to use some set of tools or knowledge to accomplish a specific task or function--they precede and transcend task skills. They involve the personal values and attitudes which motivate one to gain task skills, to want to contribute, to be constructive. They are the foundation for goal-directed behavior which is vocationally effective. They involve knowledge not only of specific tasks but of the ways such tasks are combined inter-dependently in the occupational structure and in varied contexts as well as of the opportunities available by which one can use himself in shaping personal and social fulfillment (25). In a very real sense, effective placement is the end product or an extension of readiness for vocational planning (18) or of crystallizing a vocational preference (43) each of which is a synthesis of the combined influence of knowledge, planfulness, self-awareness integral to such developmental points.

If such understandings do not exist in the person to be placed, the placement officer, whomever this might be, will find it necessary to provide him the conditions and the resources which relate to the prerequisites to placement he must require. Thus, in these instances, the placement officer must counsel or provide information in such a way that the person to be placed can test for himself the possible consequences of different placement alternatives. Or, the placement officer must refer the individual to some other specialist who can provide the person to be placed with necessary prerequisites--whether attitudinal, emotional, or informational. The point is that individuals will come to placement in different conditions of readiness depending upon their exposure to elements ordinarily considered as vocational guidance or counseling. Many persons have the potential to contribute systematically to such processes. The following sections will examine briefly some of the personnel and the particular contributions each can make, and their possible interconnections relative to vocational guidance, counseling, and placement needs.

## Teachers

It is appropriate to begin with teachers, whether at the elementary or secondary level or in specific training situations within vocational education or industry, as a group with base potential to provide much of the attitudinal support and knowledge from which can flow more motivated and personalized vocational desisions.

In much of the existing research on the ingredients of vocational maturity at different developmental stages it is clear that students, and by extrapolation older persons, contemplating training experiences need a comprehensive body of information which links what they are doing educationally at particular points in time to future options which will be available to them within the context of education as well as within the context of work. They need to know what curricula will be available to them, what factors distinguish one curriculum from another, what components make up separate curricula or training experiences, what personal factors are relevant to success in different curricula, and how the various curricula are linked in an instrumental fashion to different field and level responsibilities in the occupational world. For some students this means relating academic disciplines to the vehicle of concrete vocational tasks, e.g. broadening the traditional conception of industrial arts and extending it to earlier periods in formal education. For other students, this means to exploit their natural curiosity about the world beyond the school with systematic attention to the relationships between specific subject matter and task implementation in different occupational tasks. For many of those described as disadvantaged, unemployable, or disabled, education or training will have to be more specifically and individually tailored to individual characteristics than has been commonly provided. Thus, training must be conceived in rather concrete terms in conditions that most closely approximate the conditions of employment. Counseling as a complement to such instructional segments must be less vague or general and more nearly wedded to where individuals are in their progress with actual work experiences: e.g., the acquisition of employment skills, relationships with supervisors and co-workers, work tolerance, the importance of getting to work on time, and the meaning of a pay check (2).

As knowledge of career development has expanded it has become clear that at the base of career differentiation and integration lies the need for a foundation of language, imagery, and symbolization (36). The elementary school teacher has a crucial role to play in assisting youngsters to acquire words relevant to vocational differentiation, to cues by which to differentiate and integrate both the world around them and themselves as part of this world.

Through creative use of curricular materials, films, displays, field-trips, role-playing, dramatizations, gaming and simulation, children at the elementary school or junior high school level can be introduced to career development concepts accurate and pertinent to their future development. Organizing them like examinations of social roles (4) as they relate to leadership, creative or original contributions, helping relationships, unusual levels of accomplishment, occupational fields and levels of responsibilities or coping behaviors represent the kinds of understandings and insight which induce acceptance of one's own potential to influence one's future and ways by which future opportunities for work can be classified, weighed, and scrutinized. So it is with concepts like those proposed by Gross (19) as necessary to the preparation for work life: (a) preparation for life in an organization, involving authority, security quests, impersonality, routine, conflict, mobility, demotion; (b) preparation for a set of role relationships;

(c) preparation for a level of consumption, involving a certain style of life, and (d) preparation for an occupational career, involving changes in the nature of jobs, and different types of jobs, depending on the position in the life cycle. Such concepts woven into language arts, social studies, science, geography, vocational education or virtually any subject matter area reinforce the importance of exploration, the importance of individual characteristics in shaping one's future work life, the importance of seeing oneself in process as a value-determining agent, and, thus, diminish the remote, outside-the-person focus which may inhibit young people from experiencing or sensing the vitality of the occupational world as they begin to gain a glimmer of themselves in it.

The themes and concepts used here as examples provide teachers the raw material to create throughout the educational spectrum experiences which spiral in complexity as students move through learning phases described as perceptualization, conceptualization and generalization (20) or fantasy, tentative, realistic, (16), or exploration, crystallization, choice and clarification. Awareness by teachers of how individual students cope with such concepts or experiences could provide a scheme to identify specific students potentially subject to long-term unemployment who could be referred to counselors for follow-up and the implementation of preventive action. Obviously, such a goal for teacher-counselor cooperation must pervade all educational levels not simply the elementary.

At the junior high school level and later, students will increasingly move toward a conception of self as seen against a background of work. Because this movement will frequently be cast in terms of personal identity questions, teachers can provide support that such questions are important and integral to the educational process. With such awareness, teachers can stimulate their colleagues or administrators to view realistically experiences being built into curricula which enhance and bring focus to personal exploration as well as the necessity for work-study and cooperative work experiences for as many youngsters as possible.

It is critical that teachers view non-defensively the fact that for some youngsters purely academic content holds no appeal at all unless its immediate relevance to saleable skills can be made obvious. Such students need access to a skill-centered curriculum, to vocational education if you will, at what is organizationally the seventh through ninth grades. If they do not receive this opportunity, the chances are great that they will leave the school as unemployable. It is within the context of task skill development that these students can be helped not only to see where they might go but prescriptions of the specific ways by which they can implement their goals can be created. Training in decision-making and in planning which transcends job layouts can facilitate their self-understanding and the recognition of alternative goals to which they can respond as well as induce recognition that the concept of continuing to learn throughout one's work life through apprenticeships, on-the-job training, post-secondary vocational/technical schools, military service schools and similar experiences is indeed viable for them. The possible linkages alluded to in the later section on business-industry personnel are of critical importance here.

To accomplish such goals requires teachers who are willing to be assertive in behalf of students. They will need to constantly seek ways by which rigid lock-step prerequisites for training and training durations can yield to individual needs. They will need to insure that work, work-study, or cooperative work experiences are seen as growth experiences not only as ways by which education can be circumvented or compensation can be obtained.

One final point must be made in this brief overview of teacher contributions to vocational guidance which is of relevance whether the teacher is dealing with general education, vocational education, OEO sponsored training programs, or industrial training. It pertains to teacher attitudes, the behavioral models they require students to emulate, the levels and schedules of encouragement they provide students. Research data exists (48) which suggest that teachers and, indeed, counselors overemphasize the importance of some factors and deemphasize or exclude other factors that should be considered in career planning or, more importantly, encourage selectively certain students who meet particular stereotypes of desirability and exclude such encouragement from other students not so endowed (12, 22). Through supervision and in-service experiences every teacher must be reminded that what he says and does will have significant influence on student behavior. The teacher must consider himself as a point of reference--a role model for each student. How teachers respond to students will affect the attitude of the individual student to vocational education, to the educational process, to the importance of vocational attitudes and to life itself. The teacher who fosters what has been described as the "can do" syndrome as manifested by expecting that each student can and will succeed if his developmental key can be found; by insuring that experiences in success exceed failures; by continuously reinforcing the attitude that it is all right to try, fail, and try again; by displaying enthusiasm for the importance of the learning that is taking place and its relevance to the real world; by making it plain that vocational education is not only an acceptable program but critical to the maintenance of our present technological as well as humanistic movement; and by developing problem-centered learning experiences to heighten student interest and make functionally visible the application of learning are creating the psychological climate and the experiential bases which are at the heart of vocational guidance (23).

Concentrated efforts to increase each student's perceptions of himself as capable and worthy are directly attuned to helping him see himself as someone as he moves successfully to becoming something. The point of importance here is that free choice of curriculum or free choice of vocational options can exist only when the social structure, i.e. teachers, parents, the community at large, which plays such a large part in shaping individual self-esteem and behavior ascribes equal value to the differential options available to the student (24).

## The School Counselor

In view of the previous descriptions of teacher involvement with vocational guidance, it becomes apparent that the school counselor must be seen as a collaborator with teachers in accomplishing these mutual objectives. To do so, counselors must begin at a given student's level of development as defined by personal variables such as experiences, aspirations, values, capacities to help him sort out his concept of occupations, his concept of self and what mix of these interacting dimensions is of personal consequence. Because students proceed through the acquisition of attitudes and skills making up vocational guidance objectives at different rates, the counselor will need to monitor, diagnose, and prescribe to a greater degree than now seems typical. Given students will need to work on information or be exposed to experiences different from other students at any specific time. The latter requires that counselors work directly with teachers in identifying the goals of particular educational experiences for particular students, in making more flexible the access to certain courses or experiences for particular students, and in broadening the curricula responses to individual characteristics. Such counselor advocacy, added to that of teachers, of educational experiences designed to broaden the range of exploratory or tryout experiences for students, to develop work-study or work-experience programs to give students who for some reason must withdraw before graduation an opportunity to acquire specific job skills, to provide part-time work for students who need financial assistance will immerse counselors and teachers in joint planning which focuses upon where a given student is in acquiring those attitudes and competencies required by his goals rather than fitting or forcing students, for the sake of expediency, into preconceived molds.

Such counselor-teacher collaboration on behalf of specific students is in addition to counselor functions as a resource for teachers in promoting the use of appropriate occupational and educational information or vocational development concepts in classroom work, or referral to available community resources as these are translated into strategies which have maximum relationship to student characteristics.

Teacher-counselor collaboration or the counselor serving as a resource person does not negate the counselor's responsibility for proffering individual or group counseling to students. Indeed, it is in these latter contexts that counselor sensitivity to individual needs and to prescriptions by which these needs can be met finds its impetus.

Chief among the functions, then, in which a counselor will engage with the individual is counseling. The objectives of this relationship include, at the outset, assisting the counselee to cast in bold relief those factors which are for him inner-limiting and inner-directing whether these stem from lack of experience, or lack of information, physical disability or learning dyfunction, lack of specific skill or lack of decision-making competency. Almost two decades ago, Super (42) proposed a definition of vocational guidance which emphasized not solely the provision of occupational information at a particular point in time or a simple matching of man and job, but rather a "process of helping a person to develop and accept an integrated picture of himself and his role in the world of work, to test this concept against reality, and to convert it into a reality, with satisfaction to himself and to society." This definition effectively blends those dimensions of guidance which are sometimes arbitrarily separated as the personal and the vocational into a unified totality with interlocking relationships. Further, this process is seen as self-concept oriented, primarily designed to focus on self-understanding and self-acceptance to which can be related the self-relevance of the outer-limiting and outer-limiting factors which define or influence the environmental options available to the individual. This approach also stresses the importance of counseling resting upon a base of self-attitudes and value sets which an individual understands and accepts and can use to to maximize his own freedom to choose or engage the opportunities which seem to have relevance for meeting his needs, desire, and inner-urgings. A counseling relationship so defined means in addition that the counselee and the counselor come to understand which of the inner-limits of the individual are unchangeable and which are modifiable. In order to effectively deal with the latter dimension of the counseling process, the counselor will need to be an appraiser as well as an interpreter of data about the counselee. At this point, counselor behavior must return to the point at which this section started with teacher-counselor collaboration to insure the individual counselee the experiences and the psychological climate appropriate to his forward progress. Obviously, if many of the teacher contributions indicated previously were systematically implemented, the school counselor's work with individuals could be more effectively particularized than now occurs. Before one's interests, aptitudes, goals can be cast in bold relief, individuals need reference points to which to relate such personal characteristics. Exposure continuously to such reference points would provide bases from which counselor behavior could be substantially enhanced.

Finally, the school counselor, in addition to his vocation guidance and counseling functions, has a role in placement. If placement is viewed as a transition process as well as a point in time for the individual to be placed, the counselor can assist the individual prepare himself psychologically for placement. This may require role-playing interview situations, or assistance in completing or seeing the importance of employment applications, or information about how to contact employers, or whom to contact, or information about jobs available in the local setting. It will also involve support and follow-up while the individual is moving through the placement process. In this sense, the counselor must lend strength to some individuals if they encounter initial rebuffs until their confidence and self-esteem is reinforced through being employed.

If the school counselor is to be active in the placement process, it is obvious he will need to communicate with persons outside the school also active in placement--personnel or training people in business and industry, Employment Service counselors and others. Such communication will require that he be able to talk intelligently about the competence level, the goals, and the characteristics of persons to be placed as well as be able to secure information which is relevant, accurate, and localized about placement opportunities.

## The Employment Service Counselor

Much of what has been stated about the need for the school counselor to be concerned about the total development of his clientele, as a myriad of factors impinge upon effective vocational behavior, is also applicable to the Employment Service Counselor and to the rehabilitation counselor although important differences do prevail. Until recently, a counselor in the employment service, by definition, has been more concerned with direct placement than has the school counselor. His principle task has been to assist a client to become employed, hopefully optimally, as quickly as possible. Such a circumstance led McGowan and Porter (35) to state in 1964 that the Employment Service Counselor "is more concerned with the tangible or product aspects of counseling outcome than with reconstructing the emotive or process aspects of a counselee's personality." Where the latter was a necessity for employability, the Employment Service Counselor would typically rely upon referral to other community resources, e.g., rehabilitation counselors or welfare agencies, rather than accomplishing such behavioral changes himself. The U.S.E.S. has recognized, however, that simple job advising is inadequate to meet the new challenge it faces and has instituted concerted efforts to upgrade the educational standards and incentive system for Employment Service Counselors (32,33).

The Employment Service Counselor has historically been responsible for a clientele broader in age and occupational history than has the school counselor, although his period of potential influence on the lives of such clients is limited as compared to the latter. Recent Federal legislation has broadened even further the clientele to be served by the Employment Service and by implication has expanded the period of potential contact with these clients. For example, responsibilities of the Employment Service for testing and counseling now include all eighteen year old boys unable to meet the "mental" standards for induction into the Armed Forces as well as identifying those persons of all ages to be recruited, trained and guided into available training programs as provided by the Area Redevelopment Act of 1961 and the Manpower Development and Training Act of 1962. In addition, the Economic Opportunity Act of 1964 assigned to the Employment Service the task of interviewing and counseling youth for a variety of work training programs. The Job Corps and the Youth Opportunity Centers together made other specific requirements for broadened responsibility by Employment Service Counselors.

The point is that the Employment Service as the most directly identified Federal Manpower Agency can no longer simply match with jobs those persons who come to the Employment Service Office for services or assistance. This agency is now required to identify and recruit as well as make available appropriate training experiences for wider classifications of persons than has been true previously in the history of this agency. To accomplish this task in the terms of this paper requires greater emphasis upon professional counseling than upon job advising (39) and greater articulation between school counselors and Employment Service Counselors as well as between Employment Service Counselors, teachers, rehabilitation persons and industrial representatives. As specified by the 1968 Amendments to the Vocational Education Act of 1963, school guidance and counseling personnel are encouraged to furnish to the Employment Service Counselor information regarding "the occupational qualifications of persons leaving or completing vocational education courses or schools, and toward consideration of such information by such offices in the occupational guidance and placement of such persons". In turn, such cooperative relations between schools and Employment Service Offices should include the latter "making available to the State Board and local educational agencies occupational information regarding reasonable prospects of employment in the community and elsewhere, and toward consideration of such information by such board and agencies in providing vocational guidance and counseling to students and prospective students and in determining the occupations for which persons are to be trained" (Public Law 90-576, 1968, p. 12). Thus, in particular cooperative arrangements, there is nothing to preclude Employment Service Counselors actually being housed in the school as now happens in isolated urban situations to enhance the delivery of that which the Employment Services Counselors can provide in placement or as an information resource to school guidance and counseling personnel. Without such locus in the schools, however, enhanced understanding of the limits within which each of these counselors accomplish their essentially mutual objectives would effect greater breadth of cooperation between them.

One study of school counselor-Employment Service cooperation (38) suggested that services provided by the Employment Service such as aptitude testing, employment counseling, placement, proficiency testing, a source of local employment trends by industry and by occupation, information on MDTA classes, speakers at career days or to classes, a source of local wage rates, consultation on work-bound students, information on shortage occupations, consultation on potential dropouts each could be of help to the school counselor although the first four were the most frequently used. Barriers to communication between counselors and the Employment Service cited include the area of General Aptitude Test Battery (GATB) information. More than half the counselors felt their knowledge of the content and use of the GATB was inadequate and over-one-third said that if the GATB was administered to their students by the Employment Service, no information was reported to them.

When asked how the relationship might be improved, over two-thirds of the school counselors (Total N=238) suggested increased consultation between the Employment Service and themselves; almost one-half would like to have more information about the role of the Employment Service; and approximately one-third felt the relationship could be improved by additional follow-up efforts by either the Employment Service or the high school. Employment Service Counselors reported barriers consisting of high schools placing restrictions on the amount of time they may spend with a student. Over half said their time was limited to 20 minutes. One one of the 31 local offices responding to the item said they spend more than two interviews with the high school seniors they saw.

Such data, though limited, prompts several observations. If the GATB is a valuable tool to both the Employment Service Counselor and the school counselor its use as a guidance instrument at the ninth or tenth grades in addition to its use as a placement instrument at the twelfth grade should become more pervasive in schools. Further, consultation about the implications of GATB information as well as other information at the command of the Employment Service should influence more directly the efforts of the school counselors and educators in student proficiency assessments, vocational planning, curricular design as well as placement strategies for individual students either under the aegis of the school or the Employment Service. This is obviously the thrust of the Vocational Act Amendments of 1968. The point is that these two social agencies already have the potential for better understanding of the role each can play to complement vocational guidance, counseling, and placement and the strategies each can effect to accomplish mutual goals but such an outcome can exist only if comprehensive and mutual dialogue is created at all levels--local, state, and national. (45)

## Rehabilitation Counselors

Like the Employment Service Counselor, the rehabilitation counselor is concerned with optimum vocational adjustment of clients. He may in fact receive referrals from Employment Service Counselors or school counselors as well as from other sources. His principal, historic difference from his counterpart counselors in schools or employment services is that he is constantly working within the medical limits of physical disability characterizing his clientele. To the degree that such physical disabilities are modifiable, he coordinates those services which will modify them, e.g. medical, training, prosthetic; where they are not modifiable he must assist the client to circumvent them and find employment within the limits prescribed by the disability. The rehabilitation counselor typically has more latitude than does the Employment Service Counselor in dealing with the emotional and psychological factors impeding the vocational development of a client. In part this is true not necessarily because the rehabilitation counselor works with these matters himself but because he can purchase or otherwise secure from private or other agencies the specific kind of assistance that a given client needs.

A major factor relevant to this paper as it relates to state rehabilitation counselors is the broadening of definitions of clients to be served as well as the increasing importance to rehabilitation of the concept of habilitation. Rehabilitation Services Administration legislation has moved significantly from simply physical disability to embrace emotional disturbance in its many manifestations, mental retardation, and, indeed, social and educational dysfunctions as these characteristics impede vocational adjustment and serve as criteria describing those to be served. Against this broadened clientele can be contrasted rehabilitation versus habilitation as goals for rehabilitation counselors working with different classifications of clients. Rehabilitation is fundamentally concerned with restoring or reeducating individuals to productive lives. In contrast, vocational habilitation (3) is an educational process concerned with the development of the vocationally unsophisticated (i.e. individuals with little or no previous contact with the work world). Impetus has been given to the latter by the upsurge of job-training programs for the handicapped and the disadvantaged as well as by state cooperative programs between special education and vocational rehabilitation.

Habilitation, like rehabilitation, rests at the outset upon evaluation of fundamental work capabilities, knowledge, experiences, and attitudes which characterize the client. Then, the counselor in cooperation with others prescribes a series of concrete transitional experiences leading from sheltered workshop or cooperating employer job-sites to community adjustment and employment. To accomplish such goals rehabilitation or training counselor must break down into managable increments the specific experiences that a particular client needs to move toward a productive life. In this sense, he is responded to as a total being not just a potential employee.

As vocational rehabilitation moves to an increasing emphasis on vocational habilitation the lines by which Employment Service capability or mandate and that of State Rehabilitation Agencies are drawn will become fuzzier than is new true. However, such a circumstance reflects the need for comprehensive manpower policy and implementation which is less affected by some specific description of individuals to be served by a specific agency. Further, such a stance will necessitate more encompassing delivery of services to persons needing help with vocational planning and employment and will, I think, diminish the present over-splintered approaches to human needs which exist. There is no question that at the present time the services and the expertise of rehabilitation counselors must be articulated more clearly with that of the Employment Service Counselor and the school counselor. This need exists not only for earlier referrals of students or clients eligible for rehabilitation assistance and for informational feedback about the conditions and the opportunities in which persons suffering from particular disabilities function most effectively but also in order that the comprehensive nature of the processes of habilitation might expand purposefully through other institutional and agency settings.

## Business and Industry Personnel

While it is more difficult to define as specifically the contributions of personnel and/or training officers in business and industry to vocational guidance, counseling, and placement needs, it is possible to assert the need for greater communication between such persons and their counterparts in schools, employment services and rehabilitation. As Kunze (31) has pointed out, industrial resources for counselors fall roughly into two categories: "those that serve primarily the counselor's client (the student or post-school adult) and those intended to inform and update the counselor." Among the spectrum of occupational information data identified by Kunze as available for counselor and client use are the following:

1. On-the-job tryout: Part time, summer jobs, work-study programs
2. Directed exploratory experiences: work samples, work evaluation tasks
3. Direct observation: visits to work settings
4. Synthetically created work environments: simulation of work settings and occupational roles
5. Simulated situations: career games, role playing
6. Interviews with experts: questioning representatives of occupations, career days
7. Computer based systems: computer systems which store, retrieve, and process occupational data in response to individual requests
8. Programmed instructional materials: books and workbooks
9. Audio-Visual Aids: Films, tapes, slides, etc.
10. Publications: Books, monographs, charts, etc.

One can only imagine the effect of systematic interaction between teachers or counselors and representatives of business and industry in combining the resources and expertise available in these multiple settings to prescribe or provide experiences geared to individual needs. Such communication might serve a further important purpose. In frequent cases, it is apparent that the educational and/or training requirements for specific jobs are unrealistically high for the tasks to be accomplished. While this is partly a function of supply and demand considerations, it may also be a ploy to keep certain "undesirables" out of a particular company. But such unrealistic requirements for access to employment also cause psychological and economic handicaps to many who could accomplish the jobs and from such experience achieve motivation for further growth in vocationally effective behavior. Part of the results which could accrue from close industry-education relationships would be a cracking of stereotypes about so-called "undesirables or unemployables." in frequent cases, personnel officers in industry seem not to understand the backgrounds and the characteristics of minority group members who come to them for jobs. It is easy to hire the qualified. It is quite another matter to devise training programs which break down job components or provide basic skill acquisition build around task acquisition for those employees who need and can gain job upgrading (34).

The above observation is not intended to be a categorial indictment of industry but rather to emphasize the continuing need for education-industry cooperation to enhance the employability of certain segments of the population. Indeed, many industrial organizations are providing effective leadership in stay-in-school campaigns, programs to r ise the occupational sights of minority youth, earn and learn programs, faculty summer internships, industry-education seminars, and vocational training for the unemployed (9). The point is that while business and industry seek competent personnel and the school counselor and teachers seek personal competence the band of overlap in these two objectives is sufficiently large to insure that increased cooperation between these groups would enhance the goals of all concerned.

A vehicle to facilitate accomodation of these mutual goals resides in Section 553 of the Vocational Education Amendments of 1968 which provides provisions and funding for various forms of exchange programs, institutes, and inservice education for vocational education personnel. Specifically,

> "Grants under this section may be used for projects and activities such as exchange of vocational education teachers and other staff members with skilled technicians or supervisors in industry (including mutual arrangements for preserving employment and retirement status, and other employment benefits during the period of exchange), and the development and operation of cooperative programs involving periods of teaching in schools providing vocational education and of experience in commerical, industrial, or other public or private employment relating to the subject matter taught in such school...."

The professional literature has supported the importance of such exchange programs for teachers and for counselors involved with the vocational aspects of guidance and education but more about such cooperative endeavors has been said than has been done. Prototype experiences already exist where school and employment service counselors have exchanged roles or worked in industry (17) or where teachers have been exposed to institutes, workshops, and actual work experiences translating current developments in industry into operational concepts useful in improving education and, by implication, industry (29).

Such cooperative endeavors between the various sectors of society need to be expanded dramatically. Given current legislative support, the task now is to develop with ingenuity the specific outcomes necessary from such experiences as these relate to the potential effect those who are involved in cooperative exchange programs can have in influencing effective vocational behavior of their clientele.

One final example reported by Carr and Young (9) will make much of the point. After being invited to work for eight weeks in the summer in Western Electric's Kearny Works with other high school teachers and guidance counselors, the Head of the Industrial Arts Department of a New Jersey High School was instrumental in setting up a new high school program which relates each subject to others in the curriculum and the whole course to the outside job market. "For example, to study measurement, students learn decimals and fractions, geometry and trigonometry....In shop class they use these skills to construct cardboard models of heating ducts, make blueprint drawings, and convert them into aluminum ducts. They discuss history of measurement and its impact on Western Civilization in social studies and air flow and the measurement of air pressure in science.

They then write up the whole project for English class. Throughout the program, the key idea is cooperation. One boy's drawings are used by another for fashioning into a duct, which must fit exactly the sector being made by a third. This is the method of the course; such is the method of industry." Comenius and Dewey said such things are central to education; these examples show it can be done meaningfully; the imperatives of the symbiotic relationship between education and industry indicates such cooperation must now prevail.

## Non-Personnel Resources

If counselors, teachers, industrial personnel become increasingly centered on the characteristics possessed by individuals to be placed or provided increased development in the many components making up vocational guidance, increasing attention must be given to the manner in which existing non-personnel resources can be mustered and combined to respond to individual learning styles. Thus, learner motivation, experiential background, and other individual characteristics will be of primary importance in determining what medium or technology will assist a particular individual in moving to more effective vocational behavior.

At this point, the innovative reservoir of media and technology from which to draw for purposed of vocational guidance, counseling, and placement is too large to detail exhaustively in this brief paper. Included are revitalized curricula, new approaches to work-study combinations jointly developed by educators and industrial personnel, films, computer assisted instruction, programmed texts, instructional television, group discussion or counseling, tutorial relationships, laboratory demonstrations, simulation games, work projects, tapes, records, and so on. Ultimately these resources will change the shape of educational institutions so that students or learners in combination with teacher-coordinators, trainers, counselors can access those resources which fit learner interests and goals rather than some arbitrary, imposed structure or expectations.

Seventeen school systems participating in the ES'70 project are now serving as test/demonstration sites to examine the feasibility of new curricula which use student occupational interests as means of developing general and academic skills through the interweaving of concepts whcih cross subject content lines. Other schools are exploring the training of students for families of skills rather than a single skill or creating flexible curricula by which students leaving school at any point can do so with a marketable skill or if they desire acquire jointly marketable skills and prerequisites for different advanced post-secondary educational opportunities including college.

In attempts to provide general but basic concepts for exploration in the world or work, new publications--monographs, books, charts--as well as audio-visual-aids--films, slides, and tapes--about jobs are being produced at a rapid rate. Many of these are being generated by industrial and business organizations. On balance, these publications are moving from propagandized, recruitment formats, with language at a level incomprehensible to many in the intended audiences, to formats which portray the psychosocial context of different work opportunities and which respond to the questions potential entrants have as they try to relate themselves to work requirements. For example, publications like Children Study American Industry (15) provide elementary school teachers with sets of related concepts about technology which can be introduced in various subject matter and used with elementary children having different experiential backgrounds.

A powerful resource which merges many aspects of storage, retrieval and processing of occupational or career development information or concepts lies in computer assisted instruction or computer based systems, One example is the Project for Computerization of Vocational Information at Willowbrook High School in Illinois (21) which uses the computer as a tool to systematize, retrieve, and apply masses of information to help students make better informed, educational and career choices; it is an automated library of pertinent personal, occupational, and educational information. This system also provides the student with a personalized model for decision-making; compels the student to evaluate known personal characteristics in terms of the requirements of specific occupations; and produces a discrepancy statement for counselor follow-up if there appears to be a lack or agreement between the student's request for occupational information and his interests and abilities.

Other prime examples or computer based systems include: (1) the Computer-Assisted Career Exploration System at The Pennsylvania State University (27) designed to provide individually tailored occupational information for ninth-grade boys interested in vocational and technical courses of study. (2) The system of Interactive Guidance and Information (28) which includes three systems of data involved in career decision-making--values, information, prediction--with which students can interact to gererate rankings or career options. (3) The IBM Guidance Counseling Suppost System (44) in which students sit at a learning station in which information filmstrips are displayed under computer control. The student moves through individualized sequences by using a numeric keyboard to respond to multiple-choice questions which then access information files on occupations, the military, universities, and local occupation training as well as personalized files summarizing the student's grades, academic aptitude, and vocational interests. (4) The Information System for Vocational Decisions (47) which is designed so that the student can relate knowledge about himself to data about education, training, and work, and thereby create a body of information upon which he can base his career decision. "The entire program links person, computer, and teacher or counselor in such a way that the student can conduct a dialogue with the computer while the counselor assists in interpreting and evaluating the results of the dialogue." While in these approaches, the computer is the prime component, the output is typically multi-media in the sense that displays include slides, charts, films, and print-outs of spicific information.

Other representative "systems approaches" to occupational information and decision making include Vital Information for Education and Work (VIEW) (40) which consists of decks of microfilm aperture cards on which localized occupational information is recorded. This information can be easily updated from a central organization and fed constantly to participating schools and training facilities. Important also is the fact that the decks of information can be accessed on thebasis of such criteria as aptitude, measured interests, related school subjects, etc.

Another non-personnel resource rapidly gaining importance for vocational guidance involves simulation procedures using games or problem-solving exercies. Krumboltz (30 ) has developed five problem-solving "career kits" designed to produce increased student interest and search behavior. Significantly, in related studies it has been found that students from schools with lower socioeconomic status responded more positively to the problem-solving approaches than students from middle-class schools. Other simulation games have been developed at Johns Hopkins University (5) which have exciting potential for assisting learners view the interplay of factors impinging upon decision-making.

While the resources noted thusfar are fundamentally synthetic and vicarious, it is important to note, as a resource, the potential of directed work experience including work sample evaluation or job tryouts. Such opportunities as found in work study, cooperative vocational education, or industrial cooperative training allow learners to actually experience work roles and simultaneouwly permit potential employers to continuously assess the learner's requisite skill and attitudes and apply correctives on-site within the framework of on-the-job training (41). Bottoms and Reynolds (6) have argued persuasively that work experience should be seen, particularly in the case of the disadvantaged and the school alienated, as an opportunity for behavioral modification. They assert that work esperience for behavioral modification should be structured between the school and employers so as to help the individual develop a more positive and realistic perception of himself in both a work role and school setting and acquire the basic habits of industry rather than focus upon the acquistion of occupational competencies in a chosen field. They further assert that young persons involved in such experience should also be constantly exposed to counseling which helps them to explore, react, and modify behavior as it is viewed against their daily work experience.

A final example of a combined approach to personnel and non-personnel resources is represented by the Career Guidance Resources Center in the Public Schools of Newton, Massachusetts (40). This center integrated the career information library, the placement program, and the follow-up service as well as provides liaison with the local business-industrial community.. It administers a vocational testing service, coordinated community resources relevant to careers, conducts various group activities, and disseminates relevant information to those who guide the career exploration and decision-making of students.

While most of the resources cited in this session have found their gensis and have been field tested in schools, they represent the potential for adaption to Employment Service populations and to those for whom Rehabilitation agencies offer service. More importantly, they emphasize the need for cooperation between the several sectors of society concerned with vocational guidance, counseling, and placement to insure their relevance, accuracy, and viability.

Finally, it is necessary to keep personnel and non-personnel resources in perspective, As has been aptly stated by Cooley and Hummel (11): "The practice of guidance in America has been firmly committed in individual freedom, initiative, and responsibility in personal planning and decision-making. Counseling, by definition, requires a human relationship in which the counselee feels free and responsible for the process and the outcomes (Placement no less so). A highly systematic, technologically-supported program of guidance services may appear to contradict such a commitment. . . . . The problem, however, lies not in sophisticated technology, but in the leadership and organization of the social system that supports the technology." Thus, if one is to view personnel and non-personnel resources meaningfully, one must relate these to a master plan by which outcomes are understood and accepted by potential contributors, specific strategies are identified by which outcomes can be met, and appropriate personnel and technical resources are applied at points of greatest potential impact.

## Summary

This paper has attempted to review some of the more visible personnel and non-personnel resources available to meet the vocational guidance, counseling, and placement needs of persons described in different ways. It has stressed the potential of interagency cooperation in mustering expertise and experiences which can combine to respond to individual characteristics in a manner more effective than can any given set of specialists or any one setting or agency. Not included in this discussion are other personnel resources such as counselor aides, or persons within specific disadvantaged populations who themselves can serve as a bridge between professional personnel resources an persons who need but do not know of services available, or, indeed, parents who have such an immediate and pervasive influence on the vocational attitudes and choices made by their children. Only concerted dialogues between all the potential participants in improving the circumstances surrounding vocational guidance, counseling, and placement will provide the ingenuity and the vision so important to acquistions of vocational identity and competence in an era characterized by extremes of promise and of threat.

## REFERENCES

1. Arnold, W.M., "Vocational Guidance and Vocational Education: The Common Goal," Vocational Guidance Quarterly, 1967, 16, 2-6.

2. Bernstein, S., "Vocational Rehabilitation and the War on Poverty," Vocational Guidance Quarterly, 1966, 14, 175-178.

3. Bitter, J.A., "The Training Counselor: An Emerging Professional," Vocational Guidance Quarterly, 1967, 15, 294-296.

4. Blocher, D.R., "Wanted: A Science of Human Effectiveness," Personnel and Guidance Journal, 1966, 44, 729-733.

5. Boocock, S.S. and Coleman, J.S., "Games with Simulated Environments in Learning," Sociology of Education, 1966, 39, 215-36.

6. Bottoms, G. and Reynolds, K., "Work Experience Programs for Behavior Modification," American Vocational Journal, 1969, 44, 24-25.

7. Bushnell, D.S. and Rubel, R.G., "A Skill and a Choice," American Vocational Journal, 1968, 43, 31-33.

8. Capehart, B.E., "Education Cooperation Activities and Services of American Iron and Steel Institute," Vocational Guidance Quarterly, 1967, 15, 305-306.

9. Carr, H.C. and Young, M.A., "Industry - Education Cooperation," Vocational Guidance Quarterly, 1967, 15, 302-304.

10. Clarke, R., Gelatt, H.B., and Levine, L., "A Decision-Making Paradigm for Local Guidance Research," Personnel and Guidance Journal, 1965, 44, 40-51.

11. Cooley, W.W. and Hummel, R.C., "Systems Approaches in Guidance," Review of Educational Research, 1969, 30, 251-262.

12. Day, S.R., "Teacher Influence on the Occupational Preferences of High School Students," Vocational Guidance Quarterly, 1966, 14, 215-219.

13. Ehrle, R.A., "Employment Counseling as an Integral Part of an Active Labor Market Policy," Vocational Guidance Quarterly, 1965, 13, 270-274.

14. Ehrle, R.A., "Employment Counseling and Job Advising," Vocational Guidance Quarterly, 1966, 14, 205-208.

15. Gilbert, H.G., Children Study American Industry, Dubuque, Iowa: Wm. C. Brown Publishers, 1966.

16. Ginzberg, E., Ginsburg, S.W., Axelrod, S., and Herma, J.L., Occupational Choice: An Approach to a General Theory, New York: Columbia University Press, 1951.

17. Gorman, R.E., *A Guidance Project to Investigate Characteristics, Background and Job Experiences of Successful and Unsuccessful Entry Workers in Three Selected Industries*, Helena Montana: University of Montana and Montana State Department of Public Instruction, 1966.

18. Gribbons, W.D. and Lohnes, P.R., *Emerging Careers*, New York: Teachers College Press, Columbia University, 1968.

19. Gross, E., "A Sociological Approach to the Analysis of Preparation for Work Life," *Personnel and Guidance Journal*, 1967, *45*, 416-423.

20. Gysbers, N.C., *Elements of a Model for Promoting Career Development in Elementary and Junior High School*, Paper Presented at National Conference on Exemplary Projects, Atlanta, Georgia, March 1969.

21. Harris, J., "The Computerization of Vocational Information," *Vocational Guidance Quarterly*, 1968, 17, 12-20.

22. Herr, E.L., "Differential Perceptions of 'Environmental Press' by High School Students as Related to their Achievement and Participation in Activities," *Personnel and Guidance Journal*, 1965, 43, 678-686.

23. Herr, E.L., "Uniquely Qualified to Divert the Dropout," *American Vocational Journal*, 1968, 43, 13-15.

24. Herr, E.L., "Guidance and Vocational Aspects of Education: Some Considerations," *Vocational Guidance Quarterly*, 1969, 17, 178-184.

25. Herr, E.L., *Unifying an Entire System of Education Around a Career Development Theme*, Paper presented at the National Conference on Exemplary Programs and Projects. Atlanta, Georgia, March 1969.

26. Hitchcock, A.A., "Counselors: Supply, Demand, Need." *In Counselor Development in American Society*, John McGowan, Ed. Invitational Conference on Government-University Relations in the Professional Preparation and Employment of Counselors. Washington, D.C., June 2-3, 1965.

27. Impelleteri, J.T., *The Development and Evaluation of a Pilot Computer-Assisted Occupational Guidance Program*, Pennsylvania Department of Public Instruction. Final Report, Project No. 18033. University Park: Vocational Education Department, The Pennsylvania State University, July, 1968.

28. Katz, M., *System of Interactive Guidance Information* (SIGI), Princeton, N.J.: Educational Testing Service, 1968.

29. Kelly, R.K., "Experimental Work-Study Programs for Disadvantaged Youth," *Educational Record*, 1968, 49.

30. Krumboltz, J.D., *Vocational Problem-Solving Experiences for Stimulating Career Exploration and Interest*, Stanford, Calif: Stanford University, August 1967.

31. Kunze, K.R., "Industry Resources Available to Counselors," Vocational Guidance Quarterly, 1967, 16, 137-142.

32. Levine, L. "Comment," Vocational Guidance Quarterly, 1965, 13 173-75.

33. Levine, L., "Implications of the Anti-poverty Program for Education and Employment," Vocational Guidance Quarterly, 1965, 14, 8-15.

34. Lloyd, G.A., "The Human Side of Industry," Vocational Guidance Quarterly, 1968, 16, 301-305.

35. McGowan, J.F., and Porter, T.L., An Introduction to Employment Service Counseling, Columbia, Missouri: University of Missouri, 1964.

36. O'Hara, R.P., "A Theoretical Foundation for the use of Occupational Information in Guidance," Personnel and Guidance Journal, 1968, 46, 636-640.

37. Pritchard, D.H., "Impact of Government Programs on the Development and Employment of Counselors," Vocational Guidance Quarterly, 1965, 14, 36-40.

38. Rossman, J.E. and Prebonich, E.M., "School Counselor-Employment Service Relations: The Minnesota Report," Vocational Guidance Quarterly, 1968, 16, 258-262.

39. Schantz, L. and McGowan, J.F., "Upgrading Employment Service Counselors in Missouri," Vocational Guidance Quarterly, 1965, 13, 169-172.

40. Smith, E.D., "Innovative Ideas in Vocational Guidance," American Vocational Journal, 1968, 43, 19-22.

41. Smith, F.S. and Corbett, J.D., "Industrial Cooperative Training," American Vocational Journal, 1969, 44, 30-32.

42. Super, D.E., "Vocational Adjustment: Implementing a Self-Concept," Occupations, 1951, 30, 81-92.

43. Super, D.E., Starichevsky, R., Matlin, N. and Jordann, J.P., Career Development: Self Concept Theory, New York: College Entrance Examination Board, 1963.

44. Super, D.E., Vocational Development Theory: Persons, Positions, and Processes, Paper presented at a Symposium on Vocational Development Theory. New York: Teachers College, Columbia University, July 1968.

45. The National Vocational Guidance Association. "Suggested Guidelines for Further Coordination of Educational Institutions and Employment Services," Vocational Guidance Quarterly, 1965, 13, 215-220.

46. Tiedeman, D.V. and O'Hara, R.P., Career Development: Choice and Adjustment, New York: College Entrance Examination Board, 1963.

47. Tiedeman, D.V. *et al.*, Information System for Vocational Divisions: Annual Report, 1967-68. Cambridge, Mass: Harvard Graduate School Of Education, 1968.

48. Watley, D., "Student Decisions Influenced by Counselors and Teachers", *Vocational Guidance Quarterly*, 1966, *15*, 36-40.

# OPERATIONAL GOALS, POLICIES AND FUNCTIONS FOR GUIDANCE AS SEEN FROM THE VOCATIONAL EDUCATION AMENDMENTS OF 1968

Kenneth B. Hoyt
Professor of Education
University of Maryland

The Vocational Education Amendments of 1968 contain both hope and headaches for the guidance movement. There is more specific reference to guidance movement. There is more specific reference in these amendments than in any prior piece of federal vocational education legislation ever enacted. Still, there is much that some of us attempted to insert in these amendments that failed to survive in the final version. What can and should we do given the responsibilities and directions contained in these amendments? That is the crucial question to which this paper addresses itself.

The assigned topic is clearly divided in three parts labeled by the program committee as "goals", "policies", and "functions". By "goals", I assume we mean a clear specification of what these amendments say guidance is to do; i.e., a statement of role. By "policies", I assume we mean a statement of the basic guidance principles we seek to preserve in attainment of these goals. By "function", I assume we mean a delineation of the means we will use to attain these goals. Each of these topics therefore, will be discussed.

These three sub-topics can be discussed meaningfully only within the contest of the wording of the amendments themselves along with the official guidelines and regulations accompanying the amendments. Therefore, prior to a specific discussion of the three sub-topics, attention must be directed to the specific content of the law with its guidelines and regulations.

## The 1968 Amendments and Accompanying Documents

Three documents were available for study as background materials.

These are:

(a) Vocational Education Amendments of 1968. House of Representatives Report No. 1938.

** (b) Vocational Education Act of 1963, As Amended By Title I Of The Vocational Education Amendments of 1968. Regulations For State Plan Programs. U.S. Office Education, April, 1969.

(c) Guide For The Development Of A State Plan For The Administration Of Vocational Education Under The Vocational Education Amendments Of 1968. U.S. Office of Education, May, 1969.

---

**It is my understanding that these regulations are still tentative.

---

An attempt will be made here only to take factual material from these three documents having direct reference to guidance. Implications of this material will form the major basis for the remaining portions of this paper.

Guidance and counseling is specifically mentioned in six places in the Act itself. The first of these is in Title I, Part A, Section 108 where the term "vocational education" is defined. In abstracted form, the pertinent quotation reads as follows:

> "(1) The term "vocational education" means....and such term includes vocational guidance and counseling (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choice." (Underlines added by this writer for later reference)

With vocational guidance and counseling thus included in the definition of "vocational education", there are, of course, many times in which the Act could be read as meaning guidance and counseling. For our purposes here, it seems safer to look for other places where guidance and counseling is specifically named.

The second such place is in Title I, Part B (State Vocational Education Programs) where, under the topic "Uses of Federal Funds", the following statement is found:

> "Sec. 122 (a) Grants to states under this part may be used,....for the following purposes:....(1).....(5).....(6)Vocational guidance and counseling designed to aid persons enumerated in paragraphs (1) through (4) of this subsection in the selection of, and preparation for, employment in all vocational areas." (Underlines added by this writer for later references.)

The "persons" referred to in the above abstracted quote include: (a) High School students; (b) Persons who have completed or left high school and who are available for study in preparation for entering the labor market; (c) Persons (Other than those covered under P.L. 87-415, P.L. 87-27, and P.L. 87-794) who have already entered the labor market and who need training or retraining to achieve stability or advancement in employment; and (d) Persons who have academic, socioeconomic, or other handicaps that prevent them from succeeding in the regular vocational education program and handicapped persons. Note that elementary school students are not included here. More will be said about this later.

This provision for four distinct groups of students is not clearly seen in the Guidelines where, in the case of both secondary and postsecondary school students, the State is asked to supply data with respect to the "vocational student-guidance counselor ratio" but, in the case of adults, the disadvantaged, and the handicapped, no such report is requested to be included in the state plan.

In the Regulations, a further possible question is raised by noting that, in Section 102.51 (Allocation of Funds to Part B Programs), the wording is stated as:

> "ii - vocational guidance and counseling designed to aid

vocational education students in the selection of, preparation for, and employment in all vocational areas" (Underlines added by this writer for later references)

More will be said about this later.

Third, guidance and counseling is again mentioned in Title I, Part B (State Vocational Education Programs) where, under the topic "State Plans", the following quotation contains pertinent excerpts from the Act:

> "Sec. 123 (a)...The Commissioner shall approve a plan...if...the plan...(1)...(2)...(3)...(4)...(5)...(6)...(7)...(8)provides for entering into cooperative arrangements with the...public employment offices...looking toward such offices making available... occupational information...toward consideration...(of such information)...in providing vocational guidance and counseling to students and prospective students...and looking toward guidance and counseling personnel...making available to...public employment offices information regarding the occupational qualifications of persons leaving or completing vocational education... and toward consideration of such information by such offices in the occupational guidance and placement of such persons." (Underlines added by this writer for later reference)

The obviously permissive nature of the act itself is not reflected in the Regulations as illustrated in the following excerpted quotation:

> "S. 102.40 - Cooperative Arrangements. (a) With State employment service. The State plan shall provide for cooperative arrangements with the public employment service system . . .Under such cooperative arrangements: (1) The employment offices will make available . . .occupational. . .The State plan shall provide how such information . . .will be considered . . .in providing vocational guidance and counseling to students and prospective students . . .(2) Guidance and counseling personnel . . .will make available to the local public employment office information regarding the occupational qualifications of persons having completed or completing vocational education courses in schools. The State plan shall provide how such information will be considered in the occupational guidance and placement of such persons." (Underlines added by this writer for later reference)

The Guidelines simply instruct the state to include a state to include a statement that the State Board has entered into a cooperative agreement with the State Employment Service which contains the provisions required by Regulation 102.40 quoted above.

Two more specific references to the guidance and counseling field and found in Part D of the Act - "Exemplary Programs and Projects" where, under the title "Use of Funds", the following excerpted quotation is found:

> "Sec. 143 - Grants or contracts may be made...to pay all or part of the cost...of (1)...(2) Establishing, operating, or evaluating exemplary programs...and to broaden occupational aspirations and opportunities for youths...which programs or projects...may include...(A) those designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations...(B)...(C) Programs or projects for intensive occupational guidance and counseling during the last years of school and for initial job placement...(D)...(E)...(F) ...(G) "(underlines added by this writer for later reference)

These same two provisions are to be found in Section 102.76 of the Regulations. No specific reference to either of these two provisions are contained in the Guidelines.

Finally, in Title II of the Act (Vocational Education Leadership and Professional Development Amendment Of Higher Education Act of 1965), in Part F (Training and Development Programs For Vocational Education Personnel) under "Leadership Development Awards", the following excerpted quotation is found:

> "Sec. 552...(The) Commissioner shall make...awards...only upon... determination that...(a)...(b)...(c)...may approve...an institution of higher education...only by finding...(1) the institution offers a comprehensive program in vocational education with adequate supporting services and disciplines such as education, administration, guidance and counseling, research, and curriculum development...(2) ...(3)..."

It is not clear, of course, if guidance and counseling is included in the definition of "vocational education", how it can be properly viewed as either a "supporting service" or as a "supporting discipline".

Finally, while not referring to guidance and counseling by name, the Congress made what appears to be both a clear criticism of and a challenge to the guidance field in Title I, Part D (Exemplary Programs And Projects) where, under "Findings and Purpose", the following excerpted quotation is found:

> "Sec. 141. The Congress finds that it is necessary to reduce the continuing seriously high level of youth unemployment by developing means for giving the same kind of attention as is now given to the college preparation needs of those young persons who go on to college, to the job preparation needs of the two out of three young persons who end their education at or before completion of the secondary school... The purposes of this part, therefore, are to stimulate...new ways to create a bridge between school and earning a living for young people, who are still in school, who have left school either by graduation or by dropping out, or who are in postsecondary programs of vocational preparation, and to promote cooperation between public education and manpower agencies."

I must admit to having mixed feelings regarding the quotation cited above. I am, of course, pleased to see that, now that it is part of the law, perhaps we can move towards attainment of these congressional goals. At the same time, I am saddened if it takes an Act of Congress to accomplish what some of us, for many years, have regarded as prime professional goals we hold for ourselves.

This same pronounced emphasis on the importance of vocational aspects of guidance is seen in the Preamble to the Guidelines where, under the heading "Priority Emphases", the following statement is included:

"...A State plan should provide for population mobility and occupational career development."

Additional clues with respect to goals, policies, and functions for guidance can be found in particular sections of both the Guidelines and the Regulations. Those noted below are included for later discussion in this paper:

A. From the Guidelines
  1. Section 6.0 - Analysis of State Vocational Education Program
    a. Includes a section asking for present and projected student enrollment in "Group Guidance" (Pre-Vocational) but does not ask for any data regarding numbers of students provided with individual counseling and guidance.
    b. Includes a category, under "Teacher Training Enrollment", for "guidance and counseling - pre-service and in-service."
  2. Section 2.2 - Asks the State to justify funds they propose to spend for guidance and counseling and to indicate what portion of those funds will be spent for "prevocational instruction group guidance" and what portion for "other guidance and counseling services".

B. From the Regulations
  1. 102.8 - "Vocational Guidance and Counseling". Wording in this section is changed somewhat from that in the Act itself as reflected in the following quotation:

     "Such vocational guidance and counseling services shall be designed to (1) identify and encourage the enrollment of individuals needing vocational education, (2) provide the individuals with information necessary to make meaningful and informed occupational choices, (3) assist them while pursuing a program of vocational placement, (4) aid them in vocational placement, and (5) conduct follow-up procedures to determine the effectiveness of the vocational instruction and guidance and counseling program" (underlines added by writer for later reference)
  2. 102.38 - "Qualifications of Personnel". Calls for State plan to set forth minimum qualifications for all vocational education personnel. This obviously means that those for guidance personnel must be a part.

With this preliminary background, we turn now to consideration of the three parts of the assigned topic -- goals, policies, and functions for guidance as interpreted from these three documents and from the content of the guidance field.

## Goals

Operational goals for guidance vary from one part of the Act to another. Therefore, in order to make these goals as clear and accurate as possible, a number of sub-headings will be used in listing goals.

### Goals In The Regular On-Going Program

The major share of funds, and therefore the major single emphasis of the Act, is clearly placed in the regular on-going program Goals for guidance and counseling can be seen in many places here. Such goals include:

1. To provide opportunities for choosing vocational education to secondary school students, out-of-school youth, and adults. The Act makes this clear both in the definition of vocational education and in the specification of vocational guidance and counseling contained in Title I, Part B, Section 122. Notwithstanding the possibility of confusion existing in Section 102.51 of the Regulations bearing on this topic, it seems safe to say that the Congress intended that part of the guidance effort be aimed at helping persons not now in vocational education make decisions with respect to entering into vocational education programs.

There are clearly no funds to be made available in the regular program for vocational aspects of guidance in the elementary school. This, too, can be seen from Title I, Part B, Section 122. Use of vocational education funds for this purpose must, in the regular program, begin with secondary school students. Some might argue, of course, that "prospective" students include those now in elementary schools, but this clearly is not the intent of the Congress. It would, in my opinion, be much more productive for our field to recognize and plan for the goal of extending opportunities for choosing vocational education to out-of-school youth, adults who are unemployed or underemployed, and to the handicapped, for we are expected to do so.

2. To provide vocational guidance and counseling services to students in vocational education programs. Specific meanings to be attached to this goal vary depending on which document is read in which place. I have no desire to confuse the issue nor to create one, but there are aspects of this goal which require clarification.

The goals of guidance are, in one sense, specified in Section 108 of the Act where vocational guidance and counseling is operationally defined as "in connection with such training or for the purpose of facilitating occupational choice." This wording would appear to provide for a full range of guidance and counseling services to students while enrolled in vocational education programs.

There is possible confusion regarding significance of the phrase "facilitating occupational choice". The issue is whether or not vocational guidance and counseling should, in the regular program on a routine basis, include vocational placement and followup. If the Act is read carefully, two terms-- "vocational guidance and counseling" and "occupational guidance and placement" are found in Title I, Part B, Section 123 (concerned with relationships with the public employment service). The words "occupational guidance and placement" are found in Title I, Part D, (Exemplary programs). As I read it, "occupational guidance and placement" in the regular program is considered a function of the public employment service, but not of guidance programs in the school setting. Programs are, under the Exemplary Program provisions, encouraged to "establish, operate, and evaluate programs or projects for intensive occupational guidance and placement during the last years of school." No such provision is found, though, for the regular program in the Act itself other than in the definition of vocational education given in Section 108, and Title I, Part B, Section 123 implies rather directly that this will be done by the public employment service rather than the school guidance program.

This same interpretation appears to be found in Title I, Part B, Section 122, where, under "uses of federal funds", vocational guidance is to be funded for aiding persons in the "selection of and preparation for employment". It would seem that, had the Congress intended to include job placement as a guidance function, the wording would have been different. My feelings here are reinforced in Section 108 of the Act where, in defining vocational education, both "vocational guidance" and "job placement" are included, but as two separate parts of the definition.

Exactly the opposite interpretation, however, is to be found in the Regulations where, in Section 102.51 (allocation of funds) it is clearly specified that such funds are to be used in vocational guidance and counseling designed to aid students in (and I quote) "the selection of, preparation for, and employment in all vocational areas". This clearly implies job placement as one guidance activity for which vocational education funds can be used. This is made even clearer in Section 102.8 of the Regulations where, among five vocational guidance services, Number 4 is (and I quote) "(4) aid them in vocational placement" and Number 5 is "(5) conduct followup procedures...". Since the Regulations, once approved, have the effect of law, I would gather that routine guidance services provided vocational education students should include both job placement and followup.

It is very, very clear that the Congress intended that comprehensive guidance programs be provided vocational education students when, in Title I, Part D, the Act says, "The Congress finds...it...necessary...(to give)... the same kind of attention as is now given to...those young persons who go on to college, to...(those who do not)". It is a sad commentary on our field and on all other parts of Education to find the Congress directing us to do what we should have been doing all along.

3. To develop and maintain cooperative relationships with Employment Service counselors. There is no doubt but that this represents an operational goal for guidance under this Act as it is clearly spelled out both in Part I, Title B, Section 123 of the Act and in Section 102.40 of the Regulations. The essential difference in operational goals is to be found in the fact that, while, under the Act both the actual transfer of data and the use of data by schools and the Employment Service is optional, both are mandatory under the Regulations. It seems safe to say that, operationally, we should look for goals as expressed in the Regulations.

The two sub-goals involved here are obvious. First, school guidance personnel are obligated to "use" occupational information supplied by the public employment service in vocational guidance of students. Second, school guidance personnel are obligated to provide information regarding the "occupational qualifications" of persons having completed or completing vocational education courses in schools. Within the limits of these two constraints, considerable variation will probably appear in both state and local plans for vocational education.

With respect to the first sub-goal, the "use" to be made of occupational information supplied by the public employment service will, of course, depend on the nature of such information. If the spirit of the Act is to be implemented, there are important considerations here for the operational functions to be discussed later.

With respect to the second sub-goal, the transfer of information regarding the "occupational qualifications" of vocational education students from the school to the public employment service will obviously be a function of both the extent to which the school operates a successful job placement service of its own and the professional qualifications of employment service personnel. Again, there are implications here for operational functions that will be discussed later.

4. *To develop effective working relationships with a wide variety of professional personnel concerned with manpower problems*. This, too, is made clear in Title I, Part B, Section 123 (State plans) where, immediately following the sub-section dealing with cooperative relationships with the public employment service, the state plan is required to show "cooperative arrangements with other agencies, organizations, and institutions concerned with manpower needs and job opportunities" and in an earlier sub-section that requires cooperation with such Comprehensive Area Manpower Programs (CAMP) as may exist. While guidance and counseling are not specifically mentioned by name in these sub-sections, it is obvious that, because guidance is included in the definition of vocational education and because such cooperation must obviously involve those persons to be served by vocational education, the guidance and counseling field must assume an operational goal of developing and maintaining cooperative working relationships with, as the Act says, such agencies as "model city, business, labor, and community action organizations". It seems clear to me that those of us in the guidance field must seek to extend our activities, our relationships, and our perspectives beyond the institutional setting of formal education.

## Goals In The Exemplary Programs

5. *To define, develop, operate, and test the effectiveness of vocational aspects of guidance in the elementary school*. This goal is specifically outlined in Title I, Part D, Section 143 of the Act and is one of three guidance goals called for in this part. It is apparent that the Congress felt that our knowledge and/or our demonstrated competence in this area is not yet sufficient to justify including this kind of activity as part of the regular state plan for vocational education. It is equally apparent that the Congress recognizes the need for development of comprehensive programs of vocational development beginning in the elementary school and is encouraging guidance personnel to undertake such programs and evaluate their effectiveness. Our operational goal here, in one sense, can, it seems to me, be said to be one of developing, operating, and evaluating such programs so successfully that, in subsequent amendments, the Congress will include vocational aspects

of guidance in the elementary school as part of the regular state plan program. With evaluation required, the challenge is clear.

6. To define, develop, operate, and test the effectiveness of vocational aspects of guidance related to the transition from school to work. It does not seem to me the Congress would have, in the Act itself, so clearly separated out the "occupational guidance and job placement" functions from the regular school program and then included those same functions under the Exemplary Program section of the Act by accident. I sense what the Congress is saying, in effect, is: (a) They are going to insist that this job be done; (b) At present, they are willing to let the public employment service try doing it; (c) They want to encourage, under this section, schools to develop and evaluate ways of doing this job themselves to see if the schools can do it better than the public employment service can; and (d) Unless they can clearly see that the job is being done, they are thinking about still other agencies than either the schools or the employment services to do it. Perhaps I am being unduly sensitive in my interpretation of congressional intent here, but it seems obvious to me that, especially now with introduction of three different versions of the Comprehensive Manpower Act of 1969, this is exactly what the Congress has in mind.

Of course, if the Regulations are followed, the school will include a job placement and followup service as part of its regular guidance program. It is what we do in addition to such regular programs that this goal is concerned with. We will be "missing the boat" very badly, it seems to me, if we do not give this portion of the Exemplary Program section very high priority in the guidance field.

## Other Goals

Of the wide variety of other possible operational goals for guidance that could be mentioned, two seem particularly appropriate to me. One is concerned with counselor education and the other with research. Both are seen in Title I, Part C -- "Research and Training In Vocational Education".

7. To include a clear emphasis on vocational aspects of guidance in regular counselor education programs and to provide in-service education to counselors who need such an emphasis. That both pre-service and in-service counselor education activities is contemplated is made clear in Section 6.0 of the Guidelines where the state is required to report student enrollment in both of these categories. The emphasis that the NDEA Title V-B Counseling and Guidance Institutes provided for guidance of "intellectually able" students must obviously be supplemented by an emphasis in regular counselor education programs on guidance for present and prospective vocational education students. Similarly, the current emphasis on such activities as sensitivity training must be supplemented by a clear emphasis on career development and vocational aspects of guidance. Knowing that many thousands of school counselors have been educated in the last ten years without such emphases, the need for concentrated in-service programs must be viewed as equally as important as the need for change in regular counselor education programs. Obviously, we should neither assume nor expect that all counselor education programs will embrace such a goal. Neither should those counselor education programs that fail to do so expect to receive vocational education funds.

8. To vigorously attack our current areas of ignorance by sound research studies concerning the differential efficacy of various counseling approaches with various populations, the need for drastic change in the nature and dissemination of occupational and educational information, improving the process of transition from school to work, and the evaluation of guidance. Each of the kinds of studies subsumed under this goal is seen as needed in a variety of parts of the Act. For example, throughout the Act, it is made clear that we are to serve unemployed and underemployed adults as well as both in-school and out-of-school youth who are considering opportunities in vocational education. Both group and individual guidance procedures are called for. How will such procedures vary from those previously developed in our field? There is much yet to learn about counseling and guidance appropriate for persons to be served under this Act.

Similarly, when one considers the obvious necessity for combining information regarding opportunities in vocational education with occupational opportunities, it is obvious that new approaches to educational-occupational information must be developed that effectively eliminate the artificial separateness implied in so much of our current informational materials. The marked emphasis on the importance of the transition from school to work represents a major focus of the Exemplary Programs portion of the act and clearly calls for research as well as demonstration projects in this area. The absolute necessity for evaluation of effectiveness of guidance and counseling is made explicit in Section 102.8 of the Regulations and is implied in many other parts of the Act.

With vocational guidance and counseling included in the definition of vocational education, and Title I, Part C entitled "Research and Training In Vocational Education", there seems to me to be no doubt but what activities in both training and research aimed at various major emphases of the Act should represent operational goals for guidance.

## Operational Policies

The excitement and enthusiasm engendered by possibilities for expansion of guidance and counseling services under the Act is not without some danger. The danger, of course, is that undue enthusiasm can lead to operational error. It is hoped that professional guidance personnel throughout the nation will be both excited and stimulated by the kinds of operational goals for guidance described in the previous section. Here, an attempt will be made to balance such enthusiasm with a series of basic guidance policies and principles that could, unless carefully guarded, be possibly violated by some who seek attainment of guidance goals. Each of these operational policies must, it seems to me, be very carefully protected.

Policy 1: We must retain the concept of unity of guidance as a program of services for all. The marked need for increased attention to guidance needs of students and prospective students of vocational education must not be accomplished at the expense of other portions of the student population. There is danger that, as we attempt to increase the number of professional guidance workers, we may be tempted to create two types of counselors, one for "regular" guidance and one for "vocational guidance". To do so would be to perpetuate the very "class-caste" system that has prevented us from helping all students see possibilities that vocational education holds for them. The term "vocational aspects of guidance" was, so far as I can determine, originally coined by the 1962 Panel of Consultants on Vocational Education in its publication Education for a Changing World of Work. It is a most appropriate term in that it clearly recognizes that vocational aspects of guidance represent only part of a complete program of guidance services. We must avoid allowing our attempts to correct current weaknesses in this aspect of guidance to result in an over-emphasis, for to do so would only be to substitute a new for an old mistake. Our operational policy here, it seems to me, should be one of defending the notion that there is only one guidance program in the school and that program is designed to meet the total guidance needs of all students in the school.

Policy 2: We must retain a reasoned and reasonable balance between cognitive and affective emphases in guidance and counseling. The danger here is that, with the obviously increased emphasis on educational-occupational information called for in the Act, some may be tempted to fall in the trap of regarding the necessity for information as meaning that information is sufficient. There seems little doubt but what one of the likely developments in the years just ahead will be establishment of both a national "job bank" and a national "people bank" for use in a variety of manpower programs. It will be of vital importance that those of us in guidance resist any attempts to return to a "matching men and jobs" concept of vocational guidance. An illustration of the possible danger can be seen in Section 102.8 of the Regulations where, among the four functions identified for vocational guidance and counseling, the second is stated in the following words: "(2) provide the individuals with information necessary to make meaningful and informed occupational choices." We must make sure that, while recognizing such information as necessary, we simultaneously recognize that it is not sufficient. Vocational guidance and counseling cannot revert to a "true reasoning" concept, but must recognize, in its structure and operations, the essential combination of both cognitive and affective components.

Policy 3: We must uphold and promulgate the basic value anchors on which the personnel and guidance field is based. Such values include concepts regarding: (a) Worth of the individual; (b) Freedom of choice for each individual; (c) Expansion of both the basis for decision making and the variety of choices made available to the individual; and (d) The value of personalized and individualized assistance in the decision making process. There are several aspects of the Act that combine to make me believe it necessary for us to re-affirm and uphold this policy.

First, I am concerned about the mandatory nature of the tentative Regulations with respect to transmittal of information regarding the occupational qualifications of students from schools to the public employment service. We must watch very carefully to make sure that no state plan calls for transmittal of such information without the full knowledge and consent of the student. To do less would be to betray our basic belief in the worth and dignity of each student as an individual.

Second, I am concerned about a particular portion of the wording of the tentative Regulations in which one of five guidance functions is to be (and I quote) "(1) identify and encourage the enrollment of individuals needing vocational education." The entire sentence worries me on two counts. In the first place, it is certainly not a guidance function to "encourage" enrollment in vocational education or in anything else. We must not be viewed as having a recruiting function and must strongly resist all attempts to evaluate our efforts on the basis of such a criterion. In the second place, we must not pretend, either to ourselves or to others, that we know which individuals "need" vocational education. Only the student can know this and our function must clearly be to provide him with an opportunity for knowing and deciding for himself.

Third, I am worried about the reporting system outlined in Section 6.0 of the Guidelines that calls for reporting student enrollment in a category called "Group Guidance (Pre-Vocational)". Again, two things worry me here. In the first place, I am worried that, unless we take active steps to clarify our position, some states may interpret this to mean that all assistance to prospective students of vocational education may be carried on in "group guidance" classes which are "taught" by vocational education instructors rather than professional counselors. Such classes run all the dangers of being nothing more than recruitment devices and guidance funds should certainly not be used for such purposes. As you know, some of this is already going on in certain sections of the country and I hope we all work diligently to see that it is completely stopped. In the second place, without some clear way of accounting for individual counseling interviews in which students consider choosing vocational education, there will be no opportunity for guidance personnel to justify the use of vocational education funds in a unified total school guidance program. We might, as a result, find some states trying to justify the use of special "vocational" counselors and this, as I pointed out earlier, would be bad.

Policy 4: We must work actively and vigorously to uphold and expand standards of professional preparation for guidance personnel working under the Act. Section 102.38 of the tentative Regulations calls for the State plan to set forth minimal qualifications for all vocational education personnel. This same requirement can be seen in Title I, Part B, Section 123 of the Act. The danger, of course, is that it is possible that minimal qualifications for guidance personnel may be written that differ substantially from those currently acceptable to such key groups as the American School Counselors Association. It is essential that the guidance leadership in each state make sure that qualifications of guidance personnel called for in their state plan are no less than those generally acceptable to professionals in our movement.

These suggested policies may, to some, sound as though I am, at the very least, distrustful of vocational educators and, perhaps, that I am exhibiting marked paranoid tendencies. I hope this is not so because I certainly do not intend them in this way. I have worked closely and, I hope, cooperatively with vocational educators for a good many years now. I have an abundant amount of confidence in both their good sense and their good intentions. At the same time, I know, realistically, that some of them have not yet had sufficient background in the guidance field to fully understand and appreciate the basic concerns of our movement. I have listed no potential danger in this section that I have never seen show up in practice somewhere. I know these things can happen. We must make sure that these dangers do not come to pass and that these basic policies are protected.

## Operational Functions

How will we proceed towards attainment of these operational goals in line with these operating policies? This question represents the third and final part of my assignment. I have no magical techniques to present nor do I pretend to possess any mystical insight into what would be an ultimately ideal priority ordering of functions. The ideas that appear below represent only a bare beginning of things we must begin to do. They are intended to be suggestive rather than exhaustive in nature. The prime point I will be trying to make is that we must begin. Admitting that the strategy being proposed here represents only one of many that might be appropriate, let me proceed to outline how I think we should be proceeding.

First priority, it seems to me, must be aimed at changing counselor attitudes and perceptions regarding both vocational education and students in vocational education. There is no way counselors can become the effective agents of change they must be unless they, themselves, change in basic ways. Too many counselors are still distrustful of vocational educators, and regard both vocational education offerings and vocational education students as inferior parts of the total educational system. To change counselors in this way is going to demand direct involvement of counselors with vocational educators, with vocational education programs, and with vocational education students. Such involvement, it seems to me, must concentrate relatively more on helping counselors learn than on helping vocational educators learn although, admittedly, both aspects are important. Counselor visitations to vocational education settings where they can see facilities, talk with instructors, and visit with students must take place throughout the country. We cannot accomplish our goals unless counselors see vocational education as a vital and unique part of the total educational system, unless counselors can see the positive benefits students can receive from vocational education, and unless counselors can see students in vocational education as the kinds of important and worthwhile individuals that, in fact, they are.

Second, it seems to me we are going to have to devote concentrated attention to the collection, analysis, and dissemination of hard facts regarding students in vocational education, what happens to those students in training, and the post-training job experiences of those students. That is, counselors must, to be effective change agents, be armed with more than a basic belief in vocational education programs and vocational education students. They are, in addition, going to have to be armed with data they can use in making an impact on others. The cultural bias that generally exists against vocational education (except for somebody else's child) cannot be effectively fought simply by use of a bias that supports vocational education. Bias, in general, can be most effectively countered by hard, solid, basic facts. This is what I have been trying to do for years in the Specialty Oriented Student Research Program. Many other programs aimed at these kinds of objectives must be begun and operated.

Third, counselors are, it seems to me, going to have to take their changed attitudes, their data, and their professional dedication and use them as tools for positive change in the total educational structure of this country. I am speaking of counselor responsibilities for impacting on academic teachers, on school administrators, on parents, and on students. We cannot possibly hope to help students make decisions and choices regarding vocational education until and unless we truly help them *consider* it. We will never, in my opinion, be successful here if we concentrate our full attention on students. We simply must work with members of the so-called "academic" faculty, on school administrators, and on parents if we are to make vocational education truly a choice option for students. This is going to be a tremendous job and one that surely will invite much initial criticism directed towards the counselor. It will be neither easy nor safe to engage in this kind of activity. Yet, it must be done, and done quickly if the concept of public education opportunities appropriate for all is to survive.

Fourth, as we work on upgrading and changing currently employed counselors, we must simultaneously move towards effecting change in existing counselor education programs. A school counselor education program that is relevant to these times will, it seems to me, clearly include a portion of its content devoted to vocational aspects of guidance. As a *minimum*, this would involve distinct emphasis on psychological aspects of career development, environmental information systems, the occupational structure, and direct attention to the nature, goals, and philosophy of vocational education. Very few school counselor education programs in existence today include this minimum I have described. It seems to me that, operationally, a conscious attempt must be made now to invest vocational education funds in those institutions willing to move in these directions and withhold vocational education funds from those that are not. We do not have time to do otherwise.

Fifth, the challenge, under the Exemplary Program section, to move in developing viable programs of vocational aspects of guidance in the elementary school is obviously one that must be immediately accepted. We have said, ourselves, that such an emphasis should exist in the elementary school years when youngsters' personal value systems are being formulated. The need to expose all youth to the values of a work oriented society have never been greater. The need to implement what we know about early beginnings of career development patterns has been with us for years. We are being given a chance to produce. If we do, we can expect far greater federal support for such activity in future years. If we fail to produce, I would not expect our current support from the Congress or from the vocational education community for this area will continue for very long.

Sixth, the full significance of that portion of the Exemplary Programs section having to do with "intensive occupational guidance and initial job placement" must be recognized and acted upon. We simply must help students in the transition from school to work. This means counselors are going to have to get out of the school and into the business and industrial community, to see, smell, hear, and learn about the world of work. The Congress, in the "Findings and Purpose" section of this part of the Act, has, in effect, said that counselors should devote the same degree of attention and attain the same degree of expertise in helping some students find jobs as they currently do in helping other students gain admission to college. We are very far from attaining that goal today. Note, though, the purposeful use of the word "intensive" on the part of the Congress. I think the Congress is recognizing that increased numbers of counselors will be needed, and I think they want us to find out, in the exemplary programs we launch, how many more this will be. We don't have to be limited here to our past thinking in terms of counselor-pupil ratios. We are being given a chance to really *do* a job. If, in several places in the United States our ability to provide significant help to vocational education students in the transition from school to work could be effectively demonstrated, it seems likely to me that funds for this purpose may be greatly increased in future years. If, on the other hand, we fail to demonstrate our ability to operate effectively in this area, the task will be given to some group other than school counselors to perform. Of this, I have no doubt. The Congress has made it clear that this job must be done. Someone will be found to do it. We cannot fail to accept this challenge.

Seventh, we are going to have to learn to work more effectively with public employment service counselors. This will not happen if we continue to simply criticize them as we have done in the past. School counselors and employment service counselors are going to have to come together as professional colleagues and as reasonable people seeking reasonable solutions to perfectly reasonable problems - namely, that of doing all that we can to see to it that every person who wants to work can find a way of doing so that will protect his freedom of choice, that will let him realize his potential, and that holds potentiality for broadening his positive perceptions of both himself and of opportunities available to him. It has been twenty years since I first conducted a workshop involving both school and employment service counselors. Not much happened there and, as far as I can see, not much has happened in other workshops run since that time. I think a more powerful solution here will be found by professional interaction between school and employment service counselors at the local level as they attempt to find ways of working together in the interest of a particular student. We must encourage and facilitate such interaction.

Eighth, the equal importance of school counselors working with such groups as vocational rehabilitation counselors, with chambers of commerce, with apprenticeship councils, with labor unions, with community social agencies, with city government, and with manpower agencies and groups. These groups are simply illustrative of what seems to me to be an inevitable trend and a professional charge if we are to really do what we say we aim to do in vocational aspects of guidance. I am speaking of our need to recognize and rejoice in the fact that those of us in this field are not the only ones interested in, concerned about, or working in various aspects of vocational guidance and career development. I have been very distressed in the last few months by the number of articles appearing in popular, non-professional journals that point to the obviously growing needs of youth for assistance in vocational aspects of guidance and then, almost ritualistically, it seems, blame the school counselors of the country for the existence of this situation. The professional counselor must play a key, pivotal role in career development but he must simultaneously recognize and act on the fact that many, many other aspects of society must be brought to bear on the problem.

Ninth, it seems to me that there is no single operational function more clearly demanded of us than that of evaluation of effectiveness. The significance of this congressional expectation cannot be underestimated. It runs throughout the Act and is seen at least as clearly in the Guidelines and the Regulations that accompany the Act. Funds made available for any purpose under the Act are in no way viewed as general support. Rather, in each case, the essential operational philosophy is to require people to state: (a) What they want to do; (b) How much it will cost; (c) When it will be completed; and

(d) Expected results and plans for assessing such results. There is one point in the Regulations themselves where followup studies of those students leaving vocational education are specified as required (and I quote) "to determine the effectiveness of the vocational instruction and guidance and counseling programs" (Section 102.8). While many other forms of evaluation, of course, should and will be conducted, it is clear that, among these, some evidence relative to what happens to the product -- i.e., the student -- must be included. The significance of this operational function cannot be overemphasized. It simply must be done.

## Concluding Statement

This paper has, in effect, been divided in four parts. In the first part, an attempt was made to extract key words from the Act, from the tentative Regulations, and from the Guidelines pertaining to guidance and counseling. No abstract can be as valuable nor as meaningful as the original. I would urge each of you to study these documents in their original form. Second, I tried to formulate operational goals taken directly from the three documents rather than from simply my own thoughts. This task involved a number of subjective judgements on my part which may well be in error. I would urge you to check each out before accepting it as truth. Third, I spoke to the topic of operational policies from what must appear to be a defensive and suspicious stance. I did so because it seemed to me to represent the best way to emphasize how vitally important it is that these policies be protected and upheld. I hope these statements of policy can, in practice, be translated in a more positive tone than I was able to state them. Finally, I spoke of operational practices in what, in retrospect, seems to me to be an overly obvious and superficial fashion. I have a feeling that, with the literally hundreds of suggestions for practice that could be made, perhaps it would have been more helpful had this section simply been eliminated. I hope those who read it use it as the bare beginning of suggested practices that it is designed to be.

The entire paper, I hope, will give an appearance of urgency -- of need to act now. This, at least, is what I intended to convey. Never have those of us in the guidance field been given so great an opportunity to develop and implement vocational aspects of guidance. If we accept this opportunity, I feel confident that future years will see even greater opportunities coming to us and our ability to be a viable social force serving both youth and adults will be enhanced. If we do not, I truly fear for the continued existence of the personnel and guidance field in terms of the basic values to which we are committed. I fear equally for the future of public education in this society and the implications this holds for all of our citizens. The situation may not be as bad as I believe it to be. Yet, I am convinced that it is much more serious than many have recognized to date. We must act now.

## Summarization of Task Group Discussions

The National Conference participants were divided into eight task groups. Each group discussed and offered recommendations concerning seven program topics.

Since these proceedings are intended as one source of input to nine regional conferences which will be focusing on the same areas covered by the seven topical questions, it was decided to summarize and classify the discussion and recommendations of the eight National Conference task groups under these seven topics. The purpose of this procedure is to help the Regional Conference participants to quickly grasp the recommendations of the National Conference participants as they discuss the seven program topics. It also will allow them to see where gaps exist. Using this procedure, however, removes the identity of the contributions of each of the task groups from the National Conference. In addition, the continuity of the thinking of the National Conference task group is lost since certain concepts are necessarily taken out of the context of the deliberations.

### Topic I

### What are the needs of people in our society for guidance, counseling, and placement services?

"Work can be viewed as man's aim and end, or as his instrument. Whatever the view, our Nation can no longer afford the vagueness, haphazardness, and error to which individuals are so frequently abandoned in their career choices. The fate and welfare of the United States and its people are now, and for some time will remain, substantially dependent on....the cultivation and employment of the Nation's talent." Career Guidance: A Report of the Subcommittee on Specialized Personnel, Manpower Administration, U.S. Department of Labor, June 1967.

A. Needs of Students

1. Each member of our society needs throughout his lifetime guidance, counseling, and placement assistance.

2. Handicapped and disadvantaged persons have special needs and programs must be structured with the necessary flexibility to meet these needs from Grade K throughout the individual's life span.

3. Generally, children in elementary school (K-6) tend to have unrealistic concepts of the world of work. They are unable to perceive of themselves in a productive society. Therefore, there is need for educational activities which will develop a positive attitude toward the world of work; a positive self-concept; and a need to begin the development of skills essential in the process of decision-making by developing an approach to sequential educational-decision-making for career development that would be

carried through to the adult life stage. The point at which many decisions are made is relatively unimportant. Of basic importance is adequate preparation to make decisions, willingness to make decisions, and acceptance of responsibility for the consequences of decisions. More specifically, these needs are:

- a. The need to be recognized and accepted as an individual.
- b. The need for opportunities to broaden one's identity with a variety of role models and the significance of each in the community as a whole.
- c. The need to experience success.
- d. The need for concrete type activities that satisfy the child's natural curiosity.
- e. The need to learn how to make decisions and later the ingredients for the process.
- f. The need for improved occupational exposure via textbooks, curriculum, and media.

4. During the early adolescent years (junior high school 7-9) pupils are beginning to learn to relate to the adult world. Present educational practices do not provide for sufficient training or information with which pupils may project themselves into the adult world. Therefore, an adolescent person needs information and exposure which would include educational, vocational, and personal-social information. Specifically:

    - a. The need for experiences to explore possible occupational avenues or means-end awareness.
    - b. The need for prescriptions for movements from where they are to where they may arrive.
    - c. The need to see relevancy--i.e. direct relationship with immediate occupational goals and personal future.
    - d. The need to relate to broad occupational areas and all factors which pertain to work.
    - e. The need to recognize the need to explore the question, "Why work?" and the relationship, if any, between work and self-fulfillment, and work and social acceptability.
    - f. The need to be retained in the system and to be provided with employment assistance.

5. During the later adolescent years (high school 10-12) individuals are confronted with the necessity of making decisions which will permit them to make the transition from adolescence to adulthood. Consequently, individuals need skills and knowledge in assessing their capabilities, and specific information for decision making. More specifically:
    a. The need for opportunities for self-enhancement or humanization--i.e., the implementation and articulation of self-image vis-a-vis, the socialization process.
    b. The need to recognize and enhance the contextual variables which impinge upon a decision making continuum.
    c. The need for actual support for the notion that change or indecision is not tantamount to failure.
    d. The need for an open system which will allow for the opportunity for reexamination of career goals.

B. Out-of-School Youths and Adults

1. Currently, many youth are completing high school without saleable or productive skills or without preparation for post-secondary training programs. In some cases their concept of self, of work, and the world of work is negative. In addition, many adults are now employed in jobs which are terminating or changing in character, or they are unemployed.

2. These persons, too, need continuing opportunities for assessment and reassessment of self, of their interests, aptitudes, skills, and of opportunities to receive training for and/or placement in a different job. More specifically:
    a. The need to recognize the sensitivity of adults to maintain their dignity, and to the urgency of their needs during the reeducation process.
    b. The need for the recognition of geographic and/or environmental conditions of given occupations and/or employment.
    c. The need of all types of trained persons for placement and appropriate follow-up.

Topic II

What is known about career development that can help us meet the needs of people for vocational guidance, counseling, and placement?

People have need for the kinds of guidance, counseling, and placement that are directed toward assisting individuals at different age levels in mastering certain tasks that are essential to successful career development.

It is evident from the preceeding statement and from the following objectives that: first of all, career development is a developmental process that begins early in life: second, that career development is closely interwoven with other developmental areas such as the emotional, the physical, the social, the intellectual, and the educational areas; third, the educational establishment cannot ignore this aspect of an individual's development until just prior to his separation from school, but rather must systematically set about at all levels of education to provide those experiences necessary so that each level of education may serve as a meaningful theme for accomplishing other developmental tasks.

This statement of objectives includes both product and process objectives. The product objectives are only representative examples for different educational levels. No differentiation is made in process objectives by level. Those process objectives that relate to guidance, counseling, and placement stress that a major role of the counselor and other educational personnel is to mobilize and manage school and community resources in accomplishing career development objectives.

A. Process Objectives (All Levels)

1. Provide students with experiences and information that presents occupational dimensions accurately and representatively.

2. Provide appropriate situations at different levels so that all youth may have an opportunity to make decisions, to discuss and examine the decision-making process, and to understand the basis for judging the quality of one's decision.

3. Manage and modify environmental factors to insure maximizing the impact on accomplishing career development objectives.

4. Use both direct and indirect contacts with students in multiplying the student's perception of present and potential alternatives.

5. Coordinate a comprehensive placement service which includes:

    a. developmental activities destined to prepare the student both cognitively and affectively for his next step;

    b. transitional activities designed to assist the student in making the move from his present position to the next; and

    c. follow up activities designed to follow the student continuously as he leaves school, to provide the needed feedback for revision and improvement of programs and to provide continuing counseling and other services as needed by the individual in making an appropriate adjustment to his next step.

6. Insure that the school uses every means possible in communicating to the student a respect for all work and of the importance of all work to society.

   The counselor and other staff continuously review the results of education to promote change in educational practices that would allow all individuals to participate successfully in the educational, social, and work world.

   The counselor and other staff at the junior and senior high levels should arrange for students to receive direct and simulated experiences in a broad range of occupational areas and to assist students in examining these experiences in terms of their meaning to the students.

   The staff at each level makes known to the student those guidance experiences that are available to him.

   The staff provides the student with contacts with ideal work role models.

B. Objectives by Levels

1. Product objectives (elementary)

   a. The student at the lower elementary level can identify workers in the school and can state how the different workers contribute to his well being and the welfare of the school community.

   b. The student at the lower elementary level can identify most observable occupations in the community and can state the contribution made by each to the well being of the community.

   c. The student at the middle and upper elementary levels broadens his contact with workers beyond the school and those readily observable in the community. He can identify persons in various occupations, and can make some differentiation between occupational skills used by different individuals, the prerequisite skills needed to enter these occupations, and of the contribution each makes to our society.

   d. The student at the upper elementary level begins to differentiate those self characteristics and environmental factors that can have impact upon his future, and begins to discuss ways in which others have minimized negative factors and have maximized positive ones.

   e. The student at the middle and upper elementary levels demonstrates how certain knowledges and skills acquired in different school subjects are applied in different work roles.

   f. The student at the upper elementary levels demonstrates a knowledge of most common resources and approaches available for learning about and assessing the world of work.

g. The student, during his school activities, expresses a positive attitude toward self, others, educational programs and different types of work roles.

h. The student discusses the importance of team work in different work settings, cooperates with others in order to reach a common goal, and can express the importance of his contributions and that of others in reaching a common goal.

2. Product objectives (junior high)

a. The student further differentiates his self characteristics (interests, values, abilities, and personality characteristics) from those of others, and can identify broad occupational areas and levels which may be more appropriate for him.

b. The student differentiates between the several broad occupational areas in terms of (1) a potential satisfaction each might offer him, (2) the nature of work tasks performed, (3) the future impact technology might have on particular occupational areas, (4) the contribution and importance of particular occupational areas to our society and (5) the future demand for workers in broad occupational areas.

c. The student identifies different educational areas that are available both in the immediate and more distant future, the nature and purpose of each, the avenues toward which each can lead, and tentatively assesses what each offers him in terms of his possible vocational choices. He demonstrates how knowledge and skills acquired in different subject matter areas relate to performing different work roles. He recognizes the personal and social significance that work has in the lives of individuals at varying levels within the occupational structure.

d. The student identifies future decisions he must make in order to reach different goals. He identifies those personal and environmental efforts that impinge upon his future decisions. He assesses possible steps he might take in minimizing negative factors and maximizing positive ones and considers the possible consequences each has for him.

e. The student makes a choice of a broad occupational area to study in greater depth.

f. The student can differentiate between the major occupations that make up a broad occupational area and can make some differentiation of these occupations in terms of (1) the amount and type of education needed for entrance; (2) the content, tools, setting, products or services of these occupations; (3) their value to society; (4) their ability to provide him with the type of life style he desires; (5) to what extent they can satisfy his interests and values; (6) in what ways they do and do not seem appropriate for him.

g. The student selects education or training in the light of his tentative broad career purposes

3. Product objectives (secondary)

a. The student develops awareness of his need for more specific implementation of his career purposes.

b. The student develops more specific plans for implementing his career purposes.

c. The student executes plans to qualify for entry level jobs by taking appropriate courses at the high school level, by on-the-job training, or by pursuing further training in college or post-secondary vocational education leading toward qualification for some specific occupation.

4. Product objectives (post-secondary)

a. The student considers different educational avenues and makes reasonable choices among the alternatives available.

b. The student either successfully follows through on his original choice or chooses and pursues another.

c. The student completes his chosen educational plan and successfully implements his next step.

5. Product objectives (out-of-school youth and adults)

a. Out-of-school youth and adults become productive persons and/or if necessary seek and obtain the assistance and education required to become a more productive person.

b. The adult continues to seek out and participate in activities necessary to remain a productive person and to progress in his career.

c. Out-of-school youth and adults make satisfactory progress in pursuit of their career purposes.

6. Process objectives (out-of-school youth and adults)

   a. Provision is made for trained personnel and resources for programs of guidance, counseling and placement to assist the unemployed and underemployed to obtain competencies to enter, maintain, and upgrade their employment status.

   b. Special studies are made of various arrangements that might provide vocational training or retraining with a minimum of disruption of employment to adults wishing to, or needing to, change their occupations, and vocational guidance and counseling to those who need it in order to do so.

   c. Provision is made for aggressively seeking out and carrying to all those out-of-school youth and adults who may need it the guidance, counseling, placement, or training necessary for them to enter or to upgrade their employment.

## Topic III
## *What are the personnel and non-personnel resources available and needed to meet the vocational guidance, counseling, and placement needs of people?*

A. Personnel Resources

1. Personnel who have knowledge of vocational guidance, counseling, and placement techniques and programs in and out of school are needed. Such groups as counselors, industrial personnel workers, vocational educators, social workers, community service personnel, and various paraprofessionals provide a resource pool which needs to be mobilized more effectually.

2. In-depth inventories should be taken of counseling and related personnel to determine (1) those who can benefit from further training and (2) those for whom such training would represent a value to the employing organization. Personnel who meet these specifications should be offered planned, developmental opportunities for broadening, specializing, and upgrading their understandings and skills concerning the work world through rotational, in-service on the job training, University work, work study, or other appropriate developmental programs. Rotational programs may take the form of movement through a series of functionally different jobs at one organizational level, or a series of jobs at successively higher hierarchical levels or they may involve jobs in different kinds of organizations such as schools, public employment offices, and business firms. In the formulation of such programs, reference should be made to the training policies and practices of many industrial and business firms and government organizations who give time off with compensation for such courses, pay partial or full tuition, and offer their financial incentives.

3. Counselor education curricula (preservice and inservice) should provide:

   a. Non-education occupational experience for currently employed school counselors

   b. Counseling competence training for counselors employed in vocational schools

   c. Programs for prospective counselors geared to their individual needs and based upon their background and experience.

4. A more flexible school counselor role needs to be developed and implemented. The counselor's office should be perceived to encompass more than the confines of a particular school building. If the counselor is to serve the information and placement needs of pupils, that the counselor must spend time visiting local industry, meeting with business and industry personnel people as well as with other community resource personnel. *Also, vocational guidance is a part of each school counselor's role. Competency in this area is expected of all. No rationale exists for the development and establishment of a separate specialist in vocational guidance in our nation's schools.*

5. It is recommended that the U.S. Office of Education, or a recognized professional organization appointed by them, utilize vocational education amendment funds to conduct analyses of tasks performed by counselors. Such analyses should help to identify appropriate functions for counselors in vocational guidance, counseling, and placement. Secondly, such analyses should help to identify tasks which sub-professionals might perform effectively.

6. Improved intra-staff relations are necessary if the needs of students are to be met.

B. Non-Personnel Resources

1. There is a need for more funds to support students, both secondary and post-secondary, who choose education and training other than that which leads to the baccalaureate degree.

2. There is a lack of adequate assessment instruments to gauge the vocational potential of pupils. Data gathered from such instruments could assist those working with vocationally oriented pupils in a manner similar to the "college entrance exams" to which college bound pupils are exposed.

3. All available resources such as the Employment Service, vocational rehabilitation, social welfare, Chamber of Commerce, National Association of Manufacturers, labor organizations, farm organizations, National alliance of Businessmen, and other similar agencies, Labor, and American psychological Association should be mobilized to help provide the transition from training to work.

4. Inservice and preservice training must be provided to educational personnel on the availability and use of non-personnel resources.

5. The advertising industry indirectly influences the vocational perceptions of young people and their parents. Advertising usually portrays or reflects white-collar occupations, the man with briefcase image. The mass media should be approached and encouraged to portray a wider range of occupations through advertising. Perhaps there should be a conference with the National Advertising Council to enlist their support.

6. There is need for procurement and utilization of non-personnel resources and services such as communication media, computers, teaching devices, community training stations, and equipment for mobile services.

7. Models must be developed to incorporate non-personnel resources into classroom instruction. Local school organization and operation should be more flexible and open to allow for and encourage the appropriate interaction of professional staff to structure, mutually plan and implement programs to achieve this goal.

8. Activities need to be structured which are geared to the improvement of the training of counselors through provision of:

    a. Legislation

    b. Research opportunities

    c. Short time in-service sessions

    d. Impetus through professional organizations

    e. Long term training opportunities

### Topic IV

### How can educational practices in and out of school be structured to meet more adequately the vocational guidance, counseling and placement needs of people?

The structuring of educational processes to meet the vocational guidance, counseling, and placement needs of people within the needs, demands, opportunities, and restraints of our society requires that: (1) the larger task of facilitating career development be defined with specificity sufficient for translation into educational practices; (2) the basic elements of an educational program designed to achieve the primary objectives he identified in terms that will enable professionally sound and adminintratively feasible implementation of the program; and (3) guidelines for implementation be developed that will have broad applicability to a variety of educational settings serving the diverse segments of our society.

The deliberations of the discussion groups at the National Conference reflected general agreement on the following basic assumptions relative to requirement one:

1. The facilitation of career development at all age levels i a legitimate function and a high priority responsiblity of the education community.

2. There is a crucial need to clarify and communicate this responsibility to the leadership which influences the support, planning, and administration of education at the local, state, and national levels.

3. The vocational guidance, counseling, and placement needs of people can be met only with the support and active cooperation of the educational institutions, the industrial establishments, and organizations concerned with the general welfare of people.

4. Present knowledge of the psychological aspects of career development suggests the need for critical reassessment and restructuring of educational practices.

5. The authority and potential support provided under the Vocational Education Act of 1968 adds substantial opportunity to take immediate action to initiate new and improved educational practices to facilitate career development by improving and extending career guidance, counseling, and placement functions.

The following outline represents an attempt to organize some of the major suggestions of the discussion groups relative to the (1) objectives, and (2) program implementation of improvements of education for career development.

Educational objectives (vocational guidance, counseling, and placement)

A. Pupil, student, and people objectives

   1. To develop an awareness of individual differences and a knowledge of the positive relationships between individual characteristics and career development.

   2. To develop self-understanding and self-acceptance.

   3. To develop a positive self-image which will promote self-esteem motivation for achievement consistent with individual potential.

   4. To develop an awareness and understanding of the place of work in the lives of people.

   5. To develop an awareness and understanding of the increasing array of educational and career opportunities available.

   6. To develop ability to make decisions and plans based upon factual information, relationships, and inferences.

7. To make educational and career decisions and plans appropriate to the individual's level of maturity and development.

8. To pursue successfully a self-planned and self-directed career.

B. Process (program) objectives

1. To develop a public awareness of the nature and process of career development.

2. To help teachers and other educators conceptualize career development as a continuous process from early childhood to retirement.

3. To train and retrain counselors, teachers, and administrators in theory and practice of education to facilitate career development.

4. To help assess and develop curricular programs and activities to maximize opportunities for career development experiences at all age levels.

5. To encourage and assist in the development of curricular materials appropriate to the career development needs of all age levels.

6. To encourage and assist teachers in the integration of career development experiences in the regular curricular offerings.

7. To help parents and other members of the community to recognize and provide for out-of-school experiences to facilitate the career development of children and youth.

8. To involve children and youth actively in decision making experiences appropriate to their level of maturity.

9. To develop systematic and planned vocational guidance, counseling, and placement assistance, for all age levels, that will assure timely assistance in the career development process.

10. To develop more extensive and improved ways of facilitating the career development of culturally different and educationally disadvantaged groups, including the non-college-bound, poverty groups and the handicapped.

11. To develop a team approach involving education, business and industry, labor, community, and family in the support and implementation of career development, guidance, and placement activities.

12. To evaluate continuously the effectiveness of program provisions in facilitating career development and to utilize evaluative feedback, including follow-up of individuals, for developing new programs and modifying existing programs.

Suggestions for program provisions and implementation

A. Personnel and Training

1. Provide qualified vocational guidance, counseling, and placement personnel in sufficient numbers to assure adequate assistance at all age levels.

2. Develop in-service education programs for teachers, counselors, and administrators (1) to help them conceptualize career development as an integral part of their work, and (2) to improve their knowledge and skills with respect to techniques and materials to facilitate career development.

3. Develop simulated and real work experiences for teachers and counselors which will bring them in closer contact with the realities of the world of work. (Cooperative programs with business and industry should be encouraged in the pre-service and in-service education of counselors.)

4. Assess and revise (where needed) college and university programs for the preparation of teachers, counselors, and administrators to assure that (1) teachers and supervisors are prepared to develop and implement curricular provisions related to career exploration and development at all grade levels; (2) counselors are thoroughly grounded in the theory and practice needed to provide vocational guidance for the facilitation of career development for all children and youth at all grade levels; and (3) administrators of guidance programs are prepared to plan and implement adequate vocational guidance, counseling, and placement programs for school systems.

5. Define functions and responsibilities for paraprofessionals and support personnel, and develop short term intensive training programs for the preparation of such personnel; then use such personnel accordingly under the professional supervision of qualified counselors.

6. Conduct evaluative research to estimate the effectiveness of counselor and support personnel education programs, procedures, and techniques in developing the understandings and competencies of counselors and support personnel to assume responsibilities in vocational guidance, counseling, and placement.

B. Program content and procedures

1. Introduce in the curriculum appropriate experiences to provide career exploration, decision making, and reality testing for all elementary and secondary school students, as well as for vocational and technical education students at secondary and post-secondary levels.

2. Develop, distribute, and interpret educational media to facilitate career development experiences at all age levels.

3. Provide appropriate and sufficient vocational counseling assistance for all students, and for out-of-school youths and adults considering pursuit of vocational or technical education.

4. Provide group guidance activities specifically designed to maximize opportunities for career exploration and reality testing of career decisions, and, as needed, for seeking and obtaining employment.

5. Expand and encourage the use of simulated and real work situations for career exploration and reality testing.

6. Teach decision making skills through opportunities for, and guidance in, actual participation in making educational, career, and social decisions appropriate to the individual's level of maturity.

7. Create motivation through active participation and interactions of children and youth in relating educational experiences to career exploration and decisions--make education relevant to career-life situations.

8. Develop a curriculum and procedures, including vocational counseling, that will make it easier and more rewarding for out-of-school youth and adults to reenter the educational program to acquire new technical skills directly related to employment.

9. Develop and support a program of educational and job placement which will appropriately involve educational personnel (particularly counselors) in all placement actions.

10. Examine the pliability and validity of test data for selection and placement in vocational curriculums and job situations. The significance of other variables, such as interests, personality, social, and instructional factors should be considered in this process.

11. Institute a continuous follow-up of school leavers (graduates and dropouts) to provide information for the evaluation of program content and procedures in terms of external criteria and to provide further appropriate assistance to individuals as needed.

12. Incorporate as many laboratory type activities as feasible to enable the student to achieve visible and concrete success as opposed to abstract and delayed symbols of success. This procedure should be investigated as a means of improving the motivation of many "hard to reach" youth.

C. General

1. Build a program of communication at the community level to gain the understanding and support of the educational program and

of vocational guidance, counseling, and placement. The active involvement of parents, business and industry, and community agencies in the program is suggested as an essential element in this communication process.

2. Performance criteria should be given greater emphasis than more traditional time criteria. The time block method of scheduling classes and laboratories should be examined as a way of providing greater program flexibility in meeting the needs of individuals.

3. Administrative coordination of resources at local, state and national levels is crucial to provide programs to meet the unique needs of individuals, to cope with special situations, and at the same time to meet the manpower resources needs of the society. Maximum local flexibility should be placed in high priority with corresponding responsibility at the local level for the consequences of the programs and for the correction of identified deficiencies.

## Topic V

## What are some examples of comprehensive attempts to meet the vocational guidance, counseling, and placement needs of people?

The intent and purpose of the conference session of Exemplary Programs in Guidance, Counseling and Placement was to acquaint the participants with several programs currently being conducted which have been identified as unusually successful. Models of five quality programs were explained by the respective program coordinators. The models represented several different innovative approaches to guidance, counseling, and placement services. These approaches illustrated successful programs for people in the various categories described in the Vocational Education Amendments of 1968 - students in the elementary, secondary, and post-secondary levels of education, including especially the disadvantaged and the handicapped, and out-of-school youths and adults.

It is obvious from the programs described guidance personnel, as well as vocational educators, are interested in pursuing new strategies for meeting the unmet career needs of today's youth and adults through concerted efforts, and through modifications of basic guidance emphases and procedures.

In introducing their individual programs, the coordinators expressed the idea that the success of the program, regardless of its nature and scope, was due in large part to the total involvement by all staff personnel and an inter-agency cooperative effort.

The task force groups generally agreed that greater efforts should be made to facilitate coordination and dissemination of outstanding exemplary programs to all states, especially at the local level, for implementation. Furthermore, according to a consensus of opinion, the U.S. Office of Education should take the necessary steps to establish a review board for identifying outstanding models in the field of guidance, counseling, and placement.

## Programs in Action

Five exemplary programs, identified as being innovative and successful vocational guidance, counseling and placement programs-in-action were described in panel presentation at the Conference:

Panel Members

George Leonard
College of Education
Wayne State University
"Elementary School Level"

Marion Scott
Georgia State Department of Education
"Secondary School Level" (Junior High School)

Ralph Chase
Jewish Employment and Vocational Service
Philadelphia, Pennsylvania
"Secondary School Level"

Shirley Ford
New York City Schools
New York, New York

and

Rose Sealy
Office of the Dean of Student Activities
"Post Secondary and Adult Level"

John Plimpton
Adult Vocational and Educational Guidance
Los Angeles City School District
"Post Secondary and Adult Level"

George Leonard described the Elementary Vocational Guidance program being conducted at selected elementary schools in the Detroit area. He explained that every educational experience at the elementary level can be related to career orientation. Forty field trips, in addition to forty "outside" speeches, each year help to encourage community involvement which is significant in the success of the program.

Marion Scott's presentation, identified as PECE, Program for Education in Career Exploration, involves students at the junior high level. They have the opportunity to explore careers and gain valuable knowledge at a time in life when it is most essential to develop planfulness concerning future career. Occupations are divided into seven different groups according to Ann Roe's descriptions. Through flexible scheduling within the school, students are assigned out-of-classroom work experiences in a variety of these occupational groups.

Ralph Chase, representing the Jewish Employment and Vocational Services in Philadelphia, Pennsylvania, described the role of its job counseling unit and its relationship and coordination with the secondary school program. The work adjustment program begins after the student is identified by the home school. He reports to the service center for consultation by the counselors. Following the intake interview, students are given the opportunity to participate in "work games" which assist the counselors to assess abilities and potentialities of the student prior to specific work experience assignment. After completing preliminary work games and other introductory evaluations, students are assigned to vocational training programs for intensive training. Follow-up information reveals that many mentally retarded youngsters referred to the Jewish Service Center have the potential to elevate themselves beyond the original M.R. classification and to succeed in various jobs of their choice.

Rose Sealy and Shirley Ford described the vocational guidance, counseling and placement program in operation at the Manpower Center in New York City, under sponsorship of the New York City Board of Education. Throughout the dialogue-style presentation of the co-directors many ideas and procedures were identified for serving the poor. The newest consumers of counseling services are the urban poor. The urban poor are more easily described by their differences than by their similarities. Increasingly, counselors will be involved in programs which serve:

Minority groups: Indians, Puerto Ricans, Mexicans, Blacks and migrants; and
Minority youth in special school and community programs.
Adults: returning veterans, underemployed and displaced workers, women returning to the labor markets, immigrants for whom English is a second language.

These persons have special needs because so many of them have been living outside the main stream of economic and social life. The co-directors reported that they found that having an opportunity to try new procedures, to select and develop their own staff, and to experiment with various approaches to working with people in training, new ideas and approaches emerged. Some of the most promising of those which have been tried in programs for the urban poor are:

The use of group processes with larger groups and for many purposes.
The use of paraprofessionals in conjunction with qualified counselors.
Counseling approaches enlightened by behavioral sciences.
Inservice education on-the-job to improve counselor performance.

Increased counselor involvement and commitment to help the poor can make possible an over-all integrated school or agency program which can be evaluated and changed in the process of giving service.

John Plimpton's report on the Los Angeles Vocational and Educational Guidance program identified activities that would be typical of those needed by all guidance programs if the needs of all people are to be met. According to the project director, counselors, employment specialists, financial advisors, legal advisors and job coaches are available for consultation by people at any time during day or evening. He indicated that many clients who come to the counseling center are hostile and rebellious, and in severe need of social, personal and employment counseling. As a result of counseling and related center activities over 90 percent of the clients who registered at the center were placed on jobs and were successful workers according to follow-up information. Several evaluative reports showed a definite job attitude change in addition to the respect for work as a way of life.

## Conclusions and Recommendations on Exemplary Programs in Career Guidance, Counseling, and Placement

A. In view of much work which has already been done to demonstrate the effectiveness of many local programs of vocational guidance--especially those programs of information and experience designed to assist youths at the elementary and early secondary levels in career orientation and exploration and to plan for career education and training at appropriate levels--and in view of the fact that in many instances "the wheel has already been invented too many times" through redundant pilot programs, it is now incumbent upon us to gather all information about such programs quickly and efficiently and to cause the data to be distributed and demonstrated to all States for use. It is essential that the U.S. Office of Education should be the agency to fund and coordinate these efforts.

1. That the U.S. Office of Education be mandated to immediately fund and coordinate a project to collect working models of demonstrably effective vocational guidance, counseling, and placement programs, at all levels of education, and to disseminate and introduce all such information to the vocational guidance units of every state and territory at the earliest possible opportunity. We recommend that the U.S. Office of Education contract for the implementation of such program through a recognized professional vocational guidance organization or through a specially appointed committee which includes nationally recognized representatives of counselor, vocational education, and school administrative organizations.

2. That furthermore, all states and territories be required to fund necessary state and local guidance personnel to insure utilization of the collected and disseminated materials to fully implement vocational guidance programs at all local levels of education, including special programs serving handicapped, disadvantaged, school leavers, post secondary and adults.

B. Over the time span of an individual's working life, occupations change, socio-economic conditions alter, and the culture and the society may also change. The individual as well as his environment is dynamic, not static; he changes and his occupational needs may also change.

Only at the professional and skilled trades levels do we find a substantial amount of continuity in career patterns. At other socioeconomic levels, occupational shifting may be frequent and discontinuous. Therefore, one aim of the vocational aspect of guidance is to help individuals develop ability in occupational decision making, independence and autonomy. Also, increasing recognition is being given to the necessity for communication and cooperation among the various establishments, agencies and organizations in order to provide services to adults as well as to youth in making and implementing occupational choices and plans.

1. It is recommended that exemplary programs be funded under the provisions of the Vocational Amendments of 1968 to demonstrate how vocational guidance assists individuals to develop ability in occupational decision making, utilizing independence and autonomy.

2. It is further recommended that special studies be made of various possible arrangements for the provision of vocational education, with a minimum of disruption of employment to adults who wish to, or have to, change their occupation and who require vocational guidance in order to do so.

3. It is also recommended that those responsible for the provisions of guidance, counseling and placement services in the various settings in which such services are provided, communicate and coordinate their activities to the maximum feasible extent. The cooperative area man-power planning system (CAMPS) provides a prototype administrative mechanism for carrying out this recommendation.

C. Collection and dissemination of working vocational guidance models is essential to assure that workable programs are available for implementation in guidance programs at the local level.

D. Successful aspects of exemplary programs must become incorporated into the planning and operation of vocational guidance and placement programs for the '70's.

1. An information exchange system should be designed for the use of school and employment service counselors and placement personnel, vocational educators, union and employer representatives. It is suggested that part of the system consist of meetings in various operational settings in schools, employment offices, and employer locations. It is further recommended that a major part of the activities be accomplished at a local level, that the resultant information flow through appropriate government agencies representing successively larger geographic areas, and that the products of these meetings ultimately be made available to appropriate state advisory committees. Such information exchange programs should be funded as exemplary programs.

2. Emphasis should be placed on developing para-professionals - guidance support personnel who are trained and supervised by counselors to perform the following typical duties:

    a. Routine research and follow-up relevant in terms of what is happening to drop-outs and graduates from particular institutions or systems.
    b. College entrance clerical duties.
    c. Compilation of routine information to be used by guidance personnel and teachers.
    d. Routine scheduling.
    e. Referal source to counselors.
    -in general to perform routine functions which generally fall into the realm of guidance, which "bog" the counselor down, which thereby keep him from performing the professional tasks that we all feel critical.
    f. To "reach" psychologically certain clients for whom a productive counselor relationship is not currently possible.

## Topic VI

## What Operational goals, policies, and functions are needed, and possible, under the Vocational Education Amendments of 1968?

The recommendations and comments of the participants of the National Conference on goals, policies, and functions are presented with respect to fiscal matters, organizational structures, personnel and other resources, and research and development. The recommendations are not mutually exclusive within this section nor from other sections.

### A. Fiscal

1. The success with limited funds experienced in recent years from effective counseling, guidance and placement services has locally demonstrated the need for much greater fiscal support for programs patterned after them. The national, state and local demand from the wider population spectrum mandates vastly increased fiscal funding for these functions.

2. While more money through legislation for program development is necessary, rearranged spending patterns may be necessary also.

3. Monies expended for guidance services under the Vocational Education Act should be above and beyond those being currently provided the local school.

4. Educators at state and local levels should have an initiating partnership in legislation which they are to implement.

5. The rationale for educational programs in local schools should be developed to meet identified pupil needs regardless of the

source of supporting funds.

6. Guidance and counseling services necessary to fulfil the provisions of the Vocational Education Amendments of 1968 should be written into the local plan for Vocational Education as it is submitted for approval to the state.

7. It is necessary that administrators at all levels issue safeguards to insure that local, state, and national plans are consistent with the basic wording and intent of the Vocational Education Amendments of 1968. Where regulations and guidelines are inconsistent, immediate action should be taken to correct them and any plan submitted that is not in compliance should be rejected until corrected.

B. Organization

1. Federal, state and local policy should encourage the emergence of a single guidance program at Federal, state and local levels if realistic assistance is thereby provided all individuals.

2. Funding policies should be examined with regard to their effects on local programs and eventually on the individual student.

3. There is a need for better coordination at all levels of government for all legislative programs impacting on guidance services and the work of counselors. This effort would facilitate the leadership so necessary for program development to be established and effective.

4. A total guidance program should be developed at each level (elementary, secondary, post-secondary) to meet the needs of all students. Objectives which can be measured in terms of outcome criteria should be stated. Each administrative unit should know what services it is currently offering, what additional services can be offered within present administrative structures, and what constraints or restrictions are present which hinder the development of additional services. If constraints or restrictions do exist, the origin should be determined, i.e., local policy, state level rules and regulations, or federal guidelines.

5. Inter-agency cooperation should start at the state level and be encouraged at the local level. Responsibility should be delegated to a single agency to take responsibility for initiating cooperative arrangements.

6. The local guidance administration should provide information and leadership for developing a total educational program.
    a. Provision should be make to identify subgroups of the school population which need special services or programs.
    b. Counselors should become involved in curriculum planning with regard to the composition of the student body.
    c. Efforts should be directed toward developing flexible programs of vocational education which can expand or be modified as rapidly as the student population changes.

7. There appears to be an urgent need to resolve intra-professional differences (e.g. counselor educators, school counselors, state guidance supervisors) regarding school counselor role and function, especially regarding information and placement services. Vocational and educational information and placement services are appropriate and necessary functions in a school guidance program. These services are reaffirmed as desirable and necessary for all pupils.

8. Clarification of legislative terminology used in counseling and guidance is to be desired. These terms include "handicapped", "disadvantaged", "deprived", and "emotionally disturbed", "occupational guidance", "vocational guidance", "counseling" and "counseling and guidance".

9. Changes need to occur in such areas as accreditation, rigid graduation requirements, unrealistic curricula, communication methods, attitudes, organizational structure, college entrance requirements, etc.

C. Counseling personnel

1. Guidance at all levels should be directed and supervised only by personnel certified in the field. No "group" programs should be carried on or administered by non-certified personnel.

2. Counselors need to be actively involved in curriculum development and evaluation. The counselor should be involved as a consultant who translates curricular and other impacts on pupils and who serves as an expert to assist in the incorporation of vocational guidance into the curriculum and instruction.

3. Counselor should assist youth with decision making. Pupils need opportunities to practice decision making to adequately predict the outcomes and consequences of their alternatives in reaching decisions. It is essential that this process teach pupils the necessity of self-responsibility for their decisions and the consequences. The classroom could provide an ideal climate and condition to develop this essential skill. Try-out experiences are essential for pupils in developing vocational guidance and decision making skills. These experiences, in varying degrees, are appropriate instructional as well as guidance and counseling objectives.

4. Activities should be structured which are geared to the improvement of the education of counselors by the provision of:

    a. Legislated authorization
    b. Research opportunities
    c. Short term in-service sessions
    d. Impetus through professional organizations
    e. Long term training opportunities

5. Reevaluation and upgrading of state certification standards for counselors by State Departments of Education is needed to reflect needed changes in counselor education programs.

6. Continuing education programs must be developed to better enable school counselors to meet the provisions and objectives of vocational guidance as reflected in the Vocational Education Act Amendments of 1968. These continuing education programs should include business and/or industrial experiences for school counselors.

7. Personnel resources should be reorganized if the present structure is not getting the job done.

    a. In larger systems, certain counselors and other personnel may need to develop specialized skills and become specialists in a particular aspect of the total program, for example: job placement.

    b. Different staffing patterns could be developed. For example: a dually qualified person working 1/2 time in the local school and 1/2 time at the local employment service office.

    c. Administrative units could be developed which include different disciplines or services.

    d. Counselors' time on-the-job should become flexible enough to meet the needs of students. Counselors should be available when students are available. Many counselors might better serve students on some time schedule other than 8:00-5:00.

8. Develop and implement a system of compiling all resources in the community that are related to career development or are a resource to career development. Establish coordination and control of the resources for most effective utilization of them to eliminate duplication. Place responsibility for their activities to reach the target people. For example: (1) all counseling resources--school, Employment Service, Vocational Rehabilitation; (2) work-study and in-school Neighborhood Youth Corps; (3) job placement services, etc.

D. Research and Development

1. A concentrated effort should be put forth to demonstrate effectively that there is a relationship between the goals and objectives in career guidance and counseling and outcomes of these efforts.

2. Exemplary and innovative programs must be designed, implemented, and evaluated to: (1) determine the effectiveness of vocational guidance programs in the elementary school; (2) determine the best procedures for job placement in order to provide for people's

needs during their transition from school to work; and (3) demonstrate the competencies of guidance personnel in these areas.

3. Exemplary elementary education programs should be encouraged and funded under Part D, Vocational Education Amendments Act 1968.

4. Consultative services should be offered to help local programs develop exemplary projects, and to disseminate information about the various federal monies and how to obtain funds.

## Topic VII
## What strategies for operational implementation are required for program development and resource development and utilization?

Conference participants felt that strategies for bringing about changes for the improvement of guidance, counseling, and placement must be carefully planned. Such strategies should include the following components: planning, coordination, legislation, curriculum and materials design, personnel, and evaluation. Specific action recommendations are listed below for each component.

### A. Planning

1. If appropriate programs of guidance, counseling, and placement are to be provided for all people, appropriate planning must take place at the local, state and national level.

2. The planning process should involve the latest planning, data collection, and systems analysis techniques available.

3. The needs of people should provide the logical starting point for planning for guidance programs.

4. Plans for guidance services should be made in terms of specific, and whenever possible, measurable goals on an annual and a long-range basis.

5. The state plans for Vocational Education required by the Vocational Education Amendments of 1968, should provide an excellent opportunity for guidance personnel and vocational education personnel to plan jointly for the vocational guidance of all people.

### B. Coordination

With the increasing complexity of education, training, and manpower programs - each with its own counseling component - there is a need for coordination. The local or state education agency should be the logical agency to provide such coordination or else to provide the leadership to make sure that there is coordination in guidance, counseling, and placement.

## C. Legislation

1. Legislative support is often dependent upon public support. Public support is often based on public understanding. Therefore, guidance, counseling and placement personnel at all levels should plan programs of public information and communication as the basis for obtaining legislative support.

2. Effective public relations or public information programs should establish two-way communications between educational institutions and the public or community, thereby communicating information about educational programs to the community and communicating information about the needs and reactions of the community to the educational institution.

3. Vocational guidance personnel at all levels should be kept informed of legislative procedures and activities. Legislators, on the other hand, should be kept informed of guidance programs which may be of special interest to them.

4. Legislation which provides financial support for guidance, counseling, and placement should receive special attention. For example, the "categorical vs. block-grant" funding question has certain advantages or disadvantages, depending on one's location or circumstances. These kinds of questions should be studied, discussed and viewpoints on them communicated to elected representatives.

## D. Curriculum and Materials Design

1. Guidance personnel must become agents for change in helping to provide appropriate curriculur offerings designed to meet human needs. For example, if vocational guidance personnel learn that a lack of basic English skill is keeping students from employment, they should work with English personnel, employers, and other appropriate personnel to plan remedial action.

2. The concept of career development as a life-long process has real implications for all of education, both as a means of unifying much of what is done in education and as a way of restructing educational practice into a more flexible, appropriate mode. Guidance personnel at all levels should provide leadership in acquainting other educators with this concept and its potential.

## E. Personnel

1. Since the mandate for vocational guidance, counsel and placement is so strong in the Vocational Education Amendments of 1968, the recruitment, selection, education and development of counselors and other guidance personnel must receive top priority in any scheme to implement change in guidance programs.

2. The rapidity with which our society is changing demands that we constantly question our assumptions and personnel practices in such areas as our counselor education programs, the use of industry, community or para-professional personnel, and the use of technology.

3. Many kinds of people should be involved in planning and implementing the many services involved in an appropriate guidance program: students, school counselors, rehabilitation counselors, teachers, parents, administrators, labor and management representatives, and community leaders.

4. The role and function of guidance personnel should be clearly defined, understood by all concerned, and based primarily on helping to meet human needs for guidance services.

5. Programs are needed for pre- and in-service orientation to vocational education, business-industry and the world of work for school counselors and other student services personnel. Such programs should include an in-depth treatment of the important sociological, psychological, and economic aspects of these often neglected areas.

F. Evaluation

1. Guidance personnel should coordinate, or point to the need for, a procedure to provide feedback information on the educational needs, experience, and expectations of the student population through such procedures as follow-up studies, systems analysis of the educational program (including guidance services), or other evaluative systems.

2. The final report and recommendations of this conference should be communicated to the regional accrediting associations, with suggestions for incorporating the action recommendations into the evaluative criteria used by institutions for self-evaluation purposes.

## List of Participants

S. Dale Ake
State Department of Education
Tallahassee, Florida

Alvin Albertus
University of Iowa
Iowa City, Iowa

Arch B. Alexander
Vocational Education
Stillwater, Oklahoma

James Athen
Consultant, Public Instr.
Ames, Iowa

Eliot Battle
Hickman High School
Columbia, Missouri

Ralph C. Bedell
University of Missouri
Columbia, Missouri

Henry P. Beiser
Granite City Senior High
Granite City, Illinois

Darold T. Bobier
Denver Public Schools
Denver, Colorado

James E. Bottom
Dir. Vocational Education
Atlanta, Georgia

Robert A. Briant
State Department of Education
Trenton, New Jersey

Jalayne Bruce
Bureau of Adult, Vocational & Tech. Educ.
Washington, D.C.

Francis Burtnett
Pennsylvania Dept. of Education
Harrisburg, Pennsylvania

Robert Callis
University of Missouri
Columbia, Missouri

Kearney Campbell
Kentucky Department of Education
Frankfort, Kentucky

E. Niel Carey
State Department of Education
Baltimore, Maryland

Louis E. Casaus
Bemalillo Public Schools
Bemalillo, New Mexico

William L. Cash, Jr.
University of Michigan
Ann Arbor, Michigan

LeRoy B. Cavnar
State Board--Comm. Colleges & Occup. Educ.
Denver, Colorado

Lorran C. Celley
Supervisor Student Services
Madison, Wisconsin

Al Cerasoli
College of DuPage
Glen Ellyn, Illinois

Frederick Champagne
Board of Coop. Educ. Serv.
Hudson Falls, New York

Ralph E. Chase
Jewish Employment & Vocational Serv.
Philadelphia, Pennsylvania

Sidney Chernak
Council for Vocational Education
Baltimore, Maryland

Franklyn R. Coleman
Nevada State Employment Service
Carson City, Nevada

Merle Collins
State Department of Education
Oklahoma City, Oklahoma

John R. Cook
State Department of Education
Richmond, Virginia

Charles R. Couture
Missoula Technical Center
Missoula, Montana

Walter H. Cox
Indiana Career Guidance
Bedford, Indiana

Lloyd Cundiff
Morton West High School
Berwyn, Illinois

Lucille Curran
Thornridge High School
Dalton, Illinois

Lloyd E. Curtis
Arkansas Employment Security Div.
Little Rock, Arkansas

A. Barrett Davidson
Baltimore City Public Schools
Baltimore, Maryland

W. Clyde Davis
Houston Indust. School District
Houston, Texas

William H. Debolt
Maryland State Department of Education
Baltimore, Maryland

F. Gregory Dickey
Southeast Missouri State
Cape Girardeau, Missouri

Glenn R. Dolan
State Dept. of Public Instruction
Bismarck, North Dakota

Aldrich A. Drahos
Cedar Rapids Community School District
Cedar Rapids, Iowa

John C. Dupree
Program Officer U.S.O.E. Region VI
Kansas City, Missouri

Edward P. Dworkin
University of Michigan
Ann Arbor, Michigan

William G. Eltzroth
Structural Clay Products Institute
McLean, Virginia

William V. Ely
Jackson Community College
Jackson, Mississippi

Arnold Embree
School District of the City of Pontiac
Pontiac, Michigan

Harold B. Engen
University of Iowa
Iowa City, Iowa

William J. Erpenbach
Department of Public Instruction
Madison, Wisconsin

John Ferguson
University of Missouri
Columbia, Missouri

Joyce Fielding
State Fair Community College
Sedalia, Missouri

Jim Fitzpatrick
Office--Supt. of Public Instruction
Helena, Montana

Shirley Ford
Benjamin Franklin High School
New York, New York

Charles Foster
Missouri State Department of Education
Jefferson City, Missouri

Alfred Gallagher
Delaware County Area Vocational-Technical
Media, Pennsylvania

Errol K. Gann
State Department of Education
Jefferson City, Missouri

Polly Garrett
Vocational and Technical Education
Denver, Colorado

Tom R. Garrett
Longview Community College
Lee's Summit, Missouri

Oscar Gjernes
U.S. Department of Labor
Washington D.C.

Richard Green
Division of Guidance and Testing
Columbus, Ohio

Nelson Grote
Morehead State University
Morehead, Kentucky

G. Dale Gutcher
Colorado State University
Fort Collins, Colorado

Robert Harcourt
Fulton Junior High School
Indianapolis, Indiana

Rosalie M. Harcourt
Metropolitan School District
Indianapolis, Indiana

Nick Hasselfeldt
St. Cloud Area Vocational Tech. School
St. Cloud, Minnesota

Edwin L. Herr
Pennsylvania State University
State College, Pennsylvania

Sidney C. High, Jr.
U.S. Office of Education
Washington D.C.

Donald B. Hogan
Department of Education
Atlanta, Georgia

Kenneth Hoyt
University of Maryland
College Park, Maryland

Caroline E. Hughes
State Voc. Advisory Council
Cushing, Oklahoma

Charles R. Jaymes
Vocational And Technical Education
San Francisco, California

Lee Johnson
Marketing Analyst, 3M Center
St. Paul, Minnesota

Lucille L. Johnson
Washington Technical Institute
Washington, D.C.

Wayne Kearney
Utah Technical College at Provo
Provo, Utah

Allen Kelsay
State Department of Education
Jefferson City, Missouri

Jules H. Kerlan
State Department of Education
St. Paul, Minnesota

Mary Kramer
U.S. Department of Labor
Washington, D.C.

Joseph H. Kricks
Guidance Counselor
Bethlehem, Pennsylvania

Karl Kunze
Lockheed-California Company
Burbank, California

Verne Laws
Texas Education Agency
Austin, Texas

Wah Jim Lee
Department of Education
Honolulu, Hawaii

George Leonard
Wayne State University
Detroit, Michigan

Verdree Lockhart
State Department of Education
Atlanta, Georgia

Leo A Lorenzo
U.S. Office of Education
Washington, D.C.

William Lovelace
Develop. of Occup. Educ. & Technology
Austin, Texas

Morris Lundgren
Staples Area Voc.-Tech. School
Staples, Minnesota

Thaine McCormick
Voc. and Tech. Education
Kansas City, Missouri

Patrick McDonough
Executive Assistant. APGA
Washington, D.C.

Robert F. McGinty
Industrial Divisoon
South Bend, Indiana

Richard Macer
Department of Education
Columbus, Ohio

Charles Magruder
Iowa Central Community College
Fort Dodge, Iowa

F. Harold Mathhews
Jackson Community College
Jackson, Michigan

Grace Miller
Lincoln University
Jefferson City, Missouri

Thomas Mock
State Department of Education
Jefferson City, Missouri

John Morrison
Area Vocational Technical Center
Billings, Montana

Richard E. Nelson
State Department of Education
Topeka, Kansas

Phoebe O. Nicholas
U.S. Department of Labor
Washington, D.C.

Daryl E. Nichols
Vocational and Technical Education
Chicago, Illinois

Merle Ohlsen
Indiana State University
Terre Haute, Indiana

Walter Olmstead
Green Hills Human Resource Corp.
Tranton, Missouri

Samuel Osipow
Ohio State University
Columbus, Ohio

Richard F. Paulson
Bucks County Technical School
Fairless Hills, Pennsylvania

Marshall Payn
Platt College President
St. Joseph, Missouri

Edward Pertongelli
Muskegon Board of Education
Muskegon, Michigan

Curtis Phipps
University of Kentucky
Lexington, Kentucky

Guy Ed. Phipps
Department of Education
Nashville, Tennessee

Raymond Plante
Lebanon High School
Lebanon, New Hampshire

John Plimpton
Los Angeles School Districts
Los Angeles, Louisiana

Ferris Post
Dist. School Board of Pinellas County
Clearwater, Florida

Carl H. Powell
Milwaukee Technical College
Milwaukee, Wisconsin

David H. Pritchard
U.S. Office of Education
Washington, D.C.

Ernest Purkey
Brentwood School Districts
Brentwood, Missouri

Gordon Quiller
Colorado State University
Fort Collins, Colorado

Anthony C..Riccio
The Ohio State University
Columbus, Ohio

William F. Roark
Structural Clay Prdts. Institute
McLean, Virginia

Felix Robb
Southern Assoc. of Colleges & Schools
Atlanta, Georgia

B.W. Robinson
State Department of Education
Jefferson City, Missouri

Harold Robinson
Wilmington Public Schools
Wilmington, Delaware

Eldon Ruff
Indiana University
South Bend, Indiana

Francis J. Russo
Board of Coop. Education Services
Jerichs, New York

Abad de Sanchez
Department of Education
Hato Rey, Puerto Rico

Blan Sandlin
State Department of Education
Oklahoma City, Oklahoma

Marion H. Scott
State Department of Education
Atlanta, Georgia

Rose Sealy
Brooklyn College
New York, New York

Donna M. Seay
MDT Supervisor
Montgomery, Alabama

M.G. Shaver
Guidance Coordinator
Sterling, Illinois

Dora R. Sheldon
Voc. and Tech, Education
Boston, Massachusetts

Frank L. Sievers
U.S. Office of Education
Washington, D.C.

James Signer
Jefferson City,
Missouri

George Small
University of Tulsa
Tulsa, Oklahoma

Edward Smith
State Department of Education
Harrisburg, Pennsylvania

Keith Smith
State Department of Education
Charleston, West Virginia

Harry R. Snyder
Department of Education
Charleston, West Virginia

Howard Splete
Ingham Intermediate School Dist.
Mason, Michigan

Donald J. Squires
Des Moines Technical High School
Des Moines, Iowa

Robert J. Steele
Lebanon High School
Enfield, New Hampshire

Edward Strack
New York State Education Department
Albany, New York

Francis G. Tate, Jr.
Salem High School
Salem, New Hampshire

A.W. Tenney
U.S. Office of Education
Washington, D.C.

Burton Thelander
Education Department, N.Y. State
Albany, New York

Richard Therrien
Atterbury Job Corps Center
Edinburg, Indiana

Elton R. Thomas
Advisory Council for Tech. Vocat. Educ.
Austin, Texas

James N. Thompson
University of Missouri
Columbia, Missouri

M.B. Toledo
Guidance Coordinator
Bernalillo, New Mexico

Lorran Townsend
University of Missouri
Columbia, Missouri

Mary E. Tronsue
Business & Distri. Education
Annapolis, Maryland

Donald Twiford
U.S. Office of Education
Washington, D.C.

Herbert Tyler
Region V Educational Services Cent.
Lancaster, South Carolina

James W. Warren, Jr.
Region III, U.S.O.E.
Charlottesville, Virginia

Emanuel Weinstein
U.S. Office of Education
Washington, D.C.

Oswald Weise, Jr.
Arkansas Department of Education
Little Rock, Arkansas

Frank Wellman
University of Missouri
Columbia, Missouri

Thomas D. White
Norfolk Techn. Vocational Center
Norfolk, Virginia

Lois Williamson
Department of Education
Frankfort, Kentucky

Joseph Zielinski
Tarrant County Junior College
Ft. Worth, Texas

Larry Zillner
Northwest Missouri State
Maryville, Missouri

## Conference Program

### Monday, October 20

9:00 a.m. to 2:00 p.m. Conference Registration: Tiger Hotel

2:00 p.m. to 3:00 p.m. Welcome and Conference Orientation

Presiding: Norman C. Gysbers
Associate Professor of Education
University of Missouri, Columbia

Welcome: Herbert Schooling
Provost
University of Missouri, Columbia

B.W. Robinson
Assistant Commissioner
Missouri State Department of Education

Thaine McCormick
Director, Vocational Education
Region VI, U.S.O.E.

Orientation: Frank Wellman
Professor of Education
University of Missouri, Columbia

3:00 p.m. to 3:45 p.m. General Session

Presiding: Charles Foster
Director of Guidance Services
Missouri State Department of Education

Address: "Career Guidance for the 1970's"
Felix C. Robb
Southern Association of Colleges and Schools

3:45 p.m. to 5:00 p.m. Task Group Organization Meeting

| Group | Place | Leader |
|---|---|---|
| 1 | Missouri Room, Tiger | John Ferguson |
| 2 | Missouri Room, Tiger | Frank Wellman |
| 3 | Players Room, Tiger | William Cash |
| 4 | Coaches Room, Tiger | Frank Coleman |
| 5 | Room 901 Tiger | Niel Carey |
| 6 | Room A, Downtowner | Karl Kunze |
| 7 | Room B, Downtowner | Gene Bottoms |
| 8 | Room C, Downtowner | Fred Champagne |

7:30 p.m. to 9:00 p.m. Youth Panel
Moderator:
Eliot Battle
Director of Guidance
Hickman High School, Columbia

Panel Members: Mike Farmer
Mexico, Missouri

Louella Gonzales
Santa Fe, New Mexico

Stephanie Haynes
Columbia, Missouri

Gary Legar
Las Vegas, New Mexico

Albert G. Miller
Columbia, Missouri

Norman Rohrback
California, Missouri

Tuesday, October 21

9:00 a.m. to 9:45 a.m. General Session

Presiding: Beverly Crabtree
Associate Professor of Home Economics Education
University of Missouri, Columbia

Address: "What Do We Really Know About Career Development?"

Samuel Osipow
The Ohio State University

9:45 a.m. to 11:45 a.m. Task Group Discussion

1:30 p.m. to 4:00 p.m. Task Group Conclusions and Recommendations

4:00 p.m. to 4:45 p.m. General Session

Presiding: W.R. Miller
Associate Professor of Industrial Education
University of Missouri

Address: "Restructuring of Educational Practices Related to Objectives for Guidance and Placement for Career Development"

Loran Townsend
University of Missouri

7:30 p.m. to 8:30 p.m. Task Group Discussion

8:30 p.m. to 9:30 p.m. Task Group Conclusions and Recommendations

Wednesday, October 22

9:00 a.m. to 9:45 a.m. General Session

Presiding: Ralph Bedell
Professor of Education
University of Missouri

Address: "What are the Personnel and Non-Personnel Resources Available and Needed to Meet the Vocational Guidance, Counseling, and Placement Needs of People?"

Edwin Herr
The Pennsylvania State University

9:45 a.m. to 10:45 a.m. Task Group Discussions

10:45 a.m. to 11:45 a.m. Task Group Conclusions and Recommendations

1:30 p.m. to 3:00 p.m. Vocational Guidance, Counseling, and Placement Programs in Action

Moderator: Joseph A. Johnston
Associate Professor of Education
University of Missouri

Panel Members: George Leonard
College of Education
Wayne State University
"Elementary School Level"

Marion Scott
Georgia State Department of Education
"Secondary School Level"

Ralph Chase
Jewish Employment & Vocational Service
Philadelphia, Pennsylvania
"Secondary School Level"

Shirley Ford
New York City Schools
New York, New York
and
Rose Sealey
Office of the Dean of Student Activities
Brooklyn College
"Post Secondary and Adult Level"

John Plimpton
Adult Vocational and Educational Guidance
Los Angeles City School Districts
"Post Secondary and Adult Level"

3:00 p.m. to 5:00 p.m. Task Group Work Session

Thursday, October 23

9:00 a.m. to 9:45 a.m. General Session

Presiding: Norman C. Gysbers
Associate Professor of Education
University of Missouri, Columbia

Address: "Operational Goals, Policies, and Functions for Guidance as Seen from the Vocational Education Amendments of 1968."

Kenneth Hoyt
University of Maryland

9:45 a.m. to 10:45 a.m. Task Group Discussion

10:45 a.m. to 11:45 a.m. Task Group Conclusions and Recommendations

1:30 p.m. to 2:15 p.m. General Session

Presiding: H.H. London
Professor of Industrial Education
University of Missouri, Columbia

Address: "Guidance Implications of the 1968 Vocational Education Amendments."

A.W. Tenny
Acting Chief, Program Services Branch
Division of Vocational and Technical Education
U.S. Office of Education

| | |
|---|---|
| 2:15 p.m. to 3:15 p.m. | Task Group Discussion |
| 3:15 p.m. to 4:15 p.m. | Task Group Conclusions and Recommendations |
| 6:30 p.m. to 9:00 p.m. | Banquet |

Presiding: Tom Mock, Guidance Supervisor
Missouri State Department of Education

"AVA-APGA Dialogue on Vocational Guidance"

Nelson Grote, President
American Vocational Association

Patrick J. McDonough, Executive Assistant
American Personnel and Guidance Association

**Friday, October 24**

9:00 a.m. to 10:30 a.m. Interaction Panel

Moderator: David Pritchard
Senior Program Officer for Student Personnel Services
Division of Vocational Technical Education

| Panel Members: | Task Group Leaders: |
|---|---|
| John Ferguson | Niel Carey |
| Frank Wellman | Frank Coleman |
| William Cash | Gene Bottoms |
| Karl Kunze | Fred Champagne |

10:30 a.m. to 11:45 a.m. Panel and Audience Interaction